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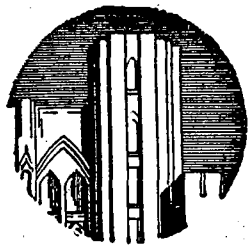

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• Sociology is the most thrilling of all scientific disciplines precisely because it is so little scientific.—READ BAIN, *Miami University.*

• I listened to your address and enjoyed it. Now I am asking you to listen to mine. With your permission I will proceed. Thank you.—*A relief client to Governor Townsend of Indiana.*

• In settled times the traditions of government should be observed; but when circumstances are changing and men are compelled to meet them, much originality is required.—THUCYDIDES, *Fifth Century, B.C.*

• We cannot afford to have people poor anyhow, whether they be lazy or busy, drinking or sober, thrifty or careless, wise or foolish. It is a public nuisance as well as a private misfortune.—GEORGE BERNARD SHAW.

• It is difficult to make plans, still it is better to make and unmake them than to stop all planning. . . . So think of us trying to cooperate with the inevitable, whatever this may mean in the far or near future.—*Letter from a YWCA secretary in Belgium on the eve of the invasion.*

So They Say

• There is reason to be hopeful for social work.—JEROME DAVIS *in American Sociological Review.*

• We educate our children to come up in the world instead of to live in it—DOROTHY THOMPSON, *political commentator.*

• For the next generation the natural home of scholarship and science must be America.—ALVIN JOHNSON, *director, New School for Social Research.*

• The world now is very confusing. It is amazing how sure we once were, Ernest, that our ideas were right.—GUSTAVO DURAN, *former Spanish Loyalist soldier, to Ernest Hemingway.*

• One of the gravest single counts against Protestant Christianity in America is the number of people it has produced who are sincere, devout Christians in what we frequently think of as the private relations of life, but beasts of prey when they get out on the marts of trade or strive to rise in the social scheme.—JULIAN PRICE LOVE *in "How to Read the Bible."*

• Moving does not make a migrant; it is what he started from and what he finds.—JONATHAN DANIELS *in The Nation.*

• The Roosevelt fan wears cool navy and white print jersey; Willkie's workers favor smart black crepe.—ALICE HUGHES, *fashion writer, in New York Post.*

• Only to affirmations will our young people respond and only if we seek to organize the future can we achieve or deserve their allegiance.—MAX LERNER, *Williams College.*

• If religion be a function by which either God's cause or man's cause is really to be advanced, then he who lives the life of it, however narrowly, is a better servant than he who merely knows about it, however much.—WILLIAM JAMES *in "The Varieties of Religious Experience."*

• The greatest fallacy of man is to imagine that social and political problems are so simple and easy that they do not require the rigid disciplines of the scientific method, and that they can be judged and solved by the rule of thumb.—HU SHIH, *Chinese Ambassador to the United States.*

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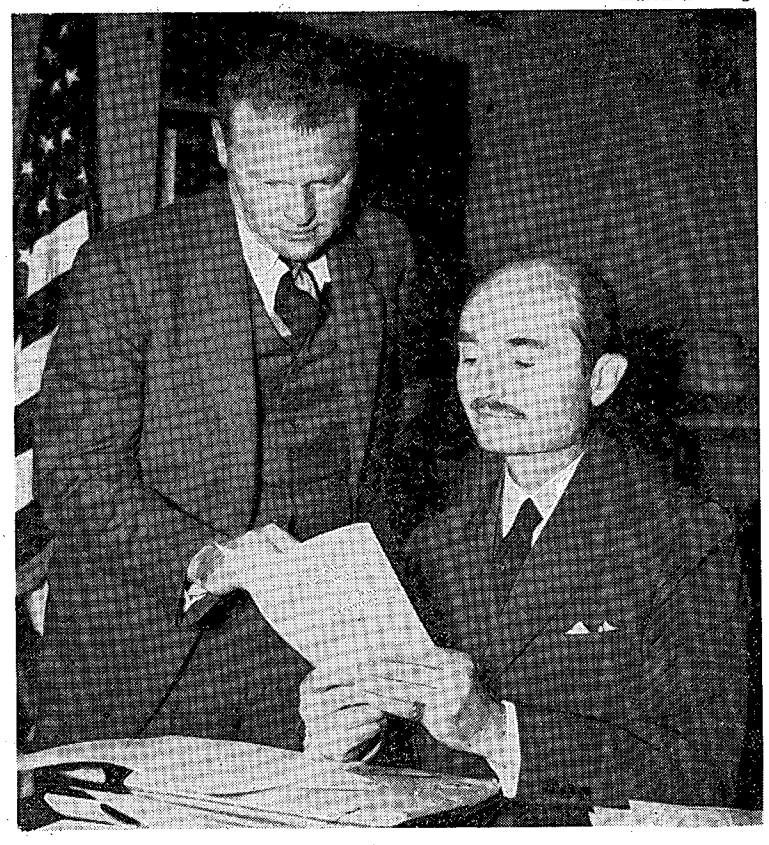

In quiet orderly fashion the United States last month took the unprecedented step of registering and fingerprinting its non-citizen residents. [See page 264.] *Above:* the crowd at New York City's general post-office on the first day of registration.

The Department of Justice, to which the Bureau of Immigration and Naturalization was transferred last spring, was charged with responsibility for registration. *Seated,* Solicitor General Francis Biddle who developed the plans; *standing,* Earl G. Harrison, Philadelphia lawyer, appointed to organize and direct the procedure.

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SURVEY MIDMONTHLY

SEPTEMBER 1940

VOL. LXXVI NO. 9

Relief for Transients

By PHILIP E. RYAN

A CONGRESSIONAL committee is investigating the transient problem. Public hearings and collection of firsthand evidence which began in June in New Jersey and New York have extended southward and westward. In September they will reach Lincoln, Neb., Oklahoma City, and San Francisco. A final hearing probably will be held in Washington in the fall. The committee, officially designated as the House Committee to Investigate the Interstate Migration of Destitute Citizens, is headed by Representative John A. Tolan of California. Serving as its special investigator is Robert K. Lamb, an economist formerly on the faculty of Williams College, later with the La Follette Committee.

While the hearings thus far have brought out little information that was not known to students of the problem of transiency, they have served the highly useful purpose of bringing public attention to the whole problem and shedding light on its complications and ramifications. It is possible, of course, that this may turn out to be "just another investigation" with a report to gather dust in governmental archives, but there is reason to believe that this will not be the case. The committee report, with recommendations, will be presented to the new Congress early in the year. From it well may come action designed to treat constructively if not actually to solve the problem so long the step-child of social endeavors, so long the bane of relief administrators everywhere.

In any event, while attention again is focused on the transient and the social and economic problems he presents, it seems appropriate to reexamine some of the proposals which have been made to provide relief for non-residents and thereby to attempt to forestall some of the indefinite and hazy claims that "this is a federal responsibility." Advocates of federal responsibility should be prepared to support that claim with a specific program. The shouting days are over; the time has come to get down to clear and definite proposals as to the way in which responsibility is to be exercised.

Transients are people. As people living, or trying to live, in a modern social setting, they find themselves up against the same kinds of individual, family and community problems which all of us encounter. In like manner the community, in its relations with individuals, finds nonresidents presenting the same types of difficulties as do its local residents. The observer of community-migrant relationships sees many identifiable social problems which are present not because the persons concerned are transients but because they are people. Thus the transient problem has many aspects common to all social situations. For example, difficulties related to education, employment, health, relief, housing, and a multitude of other individual and community relationships are not limited to transients. The difficulties are aggravated for both community and transients however, because, on the one hand, transients in trouble do not "belong" and, on the other, the community fails to understand the newcomers and fears them.

TRANSIENTS are people. No single aspect of their existence can be considered properly except in relation to the whole. Thus, the relief or education difficulties of migrants can be treated adequately only as they are related to the whole problem. From the viewpoint of legislation, however, it is necessary to isolate the phases involved and to direct efforts along well-defined channels. So it is that relief for transients can be considered while the statement stands that relief alone cannot solve the problem.

People who move form a large part of our population, but those whom we describe as transients are but a small part of that moving population—only the few who are in need of assistance. During the past decade the public gradually has come to realize that it is the duty of government to provide help to persons needing it. However, ancient and deeply imbedded custom has stipulated that those who have not resided in a particular community for a specified period of time are ineligible to receive assistance from the relief funds. Assistance is denied not because of unproven need but rather because of a settlement or residence law. The need is definite and obvious enough, but the hands of relief administrators are tied by legislation and administrative practice.

Various proposals for meeting the problem of relief for transients have been made. Most of them require some measure of federal financing and leadership. There is little quarrel with this principle. The problem transcends

PHILIP E. RYAN, now director, Inquiry and Information Service, American National Red Cross, worked in the federal transient program in New York State and later was executive secretary of the Committee for Care of Transient and Homeless and its successor, the Council on Interstate Migration. He is the author of the pamphlet, "Migration and Social Welfare," recently published by the Russell Sage Foundation.

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state lines and, while there is much that can be done by states and localities, an adequate program requires some federal funds and, more importantly, federal authority to establish uniform standards and practices.

The proposals for providing relief for transients may be classified somewhat as follows:

1. Interstate agreements.
2. A federal program administered and financed entirely by federal authorities.
3. Federal grants-in-aid to states to meet the total cost of transient relief.
4. Federal grants-in-aid to states to meet a part of the cost of transient relief.
5. Federal grants-in-aid for general relief to all needy persons regardless of settlement or residence status.

The first of these proposals, interstate agreements, looks to a solution of the problem without recourse to the federal government except as may be required to allow the states to enter into such agreements. Agreements are feasible when there is acceptance on the part of the state of responsibility for the person involved and when there is uniformity in the legislation, standards and administration of the states. In the matter of relief for transients, this uniformity usually is lacking. The possibility of getting practically simultaneous agreement among forty-eight states and the District of Columbia makes virtually hopeless the prospect of solution of the problem through interstate agreements.

THE second proposal calls for a revival of the federal transient program of the FERA with perhaps some minor modifications. In such a program the federal government would assume the entire responsibility for financing and administering relief for transients, probably defining transients as persons who have resided less than twelve months in the state where they apply for aid. Such a program would separate the transients from other needy persons, on the arbitrary standard of residence status. It would present a serious temptation to hard pressed states and localities to encourage their local beneficiaries to move. In a way this might be justified, even from a social work standpoint, for the standards of the transient program undoubtedly would be higher than general relief standards in many parts of the country. A state well might claim that in encouraging its relief recipients to move it was thereby raising the standard of assistance for them. The principal defect in such a program, however, is its failure to recognize the federal structure of the nation which demands federal, state, and local participation to ensure a continuing constructive program. The experience of the federal transient program and its early demise demonstrated the need for local and state participation.

Now come the three types of programs requiring application of the grant-in-aid method. The first of these is represented by the pending Voorhis bill (HR-2975), by which grants-in-aid would be made to states to meet the entire cost of relief for transients. The bill has received considerable support but the difficulties involved in such a program have not been fully examined. Again there would be strong temptation for states and localities to classify local residents as transients in order to relieve excessive local burdens. And again encouragement of moving might be a justifiable procedure. After all, the federal government would foot the whole bill! But this program, too, would set the transients apart as a separate group, treated differently from local folk, a segregation for which there is little justification. A further injustice in such a program lies in the fact that relief would be provided for non-settled persons while in many places, under present conditions, no relief would be available for local settled people. Fundamentally, however, the program is weak because it does not require state or local participation in meeting the costs. Every community contributes to the transient stream. Studies have shown that for the most part there is an equal exchange between the states in newcomers and movers-out. The cost of relief should be a joint responsibility. For the federal government to assume the whole cost not only is unjust but tends to sap the strength of the federal structure.

Federal grants-in-aid to meet a part of the cost of relief for transients is a proposal similar to the one just described, but requiring the states to furnish a share of the costs. It might also take the form of a recommended grant-in-aid program for general relief in which the federal share is greater for transients than for settled persons.

This proposal meets a major difficulty of the others by requiring a sharing of financial responsibility. When it involves a grant-in-aid program for general relief, it also overcomes another major problem by providing assistance to settled persons. But it still segregates the transient and treats him as a different sort of human being because he is newly arrived in a community. Also it still holds the temptation to classify as many applicants as possible as transients because of the reduced costs to the states.

All four of these proposals leave unanswered the question as to when a person ceases to be a transient. Once accepted as a member of this branded body of outsiders, does he always remain a transient—a responsibility of the federal government in a greater or less degree? Each of them, too, would tend to increase the transient group and to encourage instability. If any one of them were adopted, its continued existence would be threatened seriously by an inevitably mounting case load.

Why then can't we begin to treat the transients as individuals in need of help, provide the help wherever they may be, and pay the bill as we pay it for others requiring aid? This is the fifth proposal—federal grants-in-aid for general relief to all needy persons regardless of settlement or residence status. There is little doubt that the states need help to carry their general relief burden. A program of grants-in-aid for general relief seems inevitable. It holds, I believe, the one best opportunity to solve the problem of transient relief. The number of transients is, after all, comparatively small. Studies indicate that even where there is a fairly adequate program for non-residents they constitute only a small part of the whole relief load. In order to have federal help in carrying the large load of relief for settled persons, states should be willing, and Congress should require them, to accept responsibility for all needy persons regardless of settlement or residence.

SUCH a program has its difficulties but they seem much more readily surmountable than those inherent in any other. Objection will be raised that all "reliefers" will flock to a particular locality, thereby overwhelming that local or state government. But every city and every state now believes that it is the garden spot to which "reliefers" are aching to come. If they are right, the burden will be equalized. If they are not right, then the apparently penalized community can look to the compensating values which tend to offset the relief burden. A recent study in

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California, for example, indicates that over a period of years the large migration to that state has raised the general standard of living. If in the long run an apparent liability may prove to be an asset, the states receiving large numbers of migrants should be able to carry their part in the cost of caring for those who need help.

The whole question of transient relief is complicated and difficult, bristling with prejudice, beclouded with fragmentary information. The work of the Tolan Committee can and should illuminate all its human, social, and economic aspects. The job certainly does not consist in repeating again the claim that "this is a federal responsibility." Testimony before the committee and the report of the committee itself should be directed toward the development of a program, and not toward a repetition of old platitudes.

Transients are people. If we treat them as people we shall do away with many of the difficulties that result from regarding them as a special and peculiar breed who must for some reason be treated differently from the rest of us.

Across Professional Barriers

By O. T. GILMORE

Field Secretary, Council of Social Agencies, Providence, R. I.

The social worker: "If the school only had come to us earlier about those two boys. . . . "

The school teacher: "If social agencies would only simplify their organization and cut their red tape. . . . "

The minister: "If social workers could only realize more keenly the power of religion in helping people out of trouble. . . . "

The personnel director: "I'd like to give that girl a job, but her home conditions are so bad. . . . "

THUS our specialists, each going his own way, keep on knowing little or nothing about each other's field of work, its potentialities and its limitations in the whole community picture. Natural associates—health and social workers, clergymen, school principals and guidance teachers, personnel officers of business concerns—all busily engaged on similar problems, too often are only slightly aware of one another's approach and contribution. Some even may be under the burdening delusion that theirs is the only approach, that they alone really are on the job.

All of us dutifully attend our own professional conferences but seldom go to meetings in other fields of service. We may live out our professional careers in loyal community service without ever really becoming acquainted with community organization which cuts across professional lines and agency functions and opens up community-wide vistas. The day by day, year in and year out, loss the community suffers because we all are so individualistic, because our efforts do not synchronize, marks a great potential field for community progress. The key to it is understanding and cooperation, those two noble aims which we are all more willing to talk about than to do the hard work necessary to their accomplishment.

Well, in Providence we are trying to do something about it. A growing consciousness on the part of a few leaders of the gaps in their knowledge of each other's fields has stimulated an effort to bring about wider association, more cooperation, and hence more intelligent use of services represented in schools, churches, personnel offices, and welfare agencies. The effort, initiated by social workers, has taken the form of a series of round table discussions or group conferences for the frank exchange of ideas between professional workers in related fields. For four years social workers have been meeting with clergymen in such an exchange, and latterly with teachers and personnel officers. The experience has been so fruitful that the plan presently will be extended to groups of club leaders, doctors, and lawyers.

But note well: the experience has been fruitful not because people came together in meetings—just having a meeting is not enough—but because of the nature of the meetings and because of the careful thought and preparation that went into them. They did not just happen.

Our first step in arranging one of these round table conferences is to form a joint committee of about five persons with representation from both groups concerned. This committee chooses a discussion chairman and selects the persons to be invited to the conference. Invitations explain briefly the purpose of the conference and emphasize the desirability of participation in the full program of morning, luncheon and afternoon sessions, or afternoon, dinner and evening as the case may be. The conference is limited to thirty persons. More than that number, we have learned, defeats the object of free discussion. To keep within that number we have had meetings on successive weeks with the same leaders but with different guests from the two fields. After invitations have been accepted and the make-up of the group is assured, members of the committee frequently call on the guests to go over with them the ground that the meeting will cover. Meantime a subcommittee, both participating groups represented, works with the discussion chairman to outline problems to be posed, to frame provocative questions, and to chart probable points of agreement and conflict. The physical setting of the meeting should be comfortable and informal. Hard chairs and poor ventilation do not make for ease in discussion.

The discussion chairman in opening the meeting suggests points of agreement and conflict and calls for questions, expressions of opinion, and frank and friendly discussion. His job from then on is chiefly to recognize participants, to state and restate questions, to draw in the hesitant, and to keep himself from talking too much. His most severe test, perhaps, is to wait patiently during moments of silence, knowing that pauses often are far more productive of thoughtful discussion than is continuous talk.

Every effort is made to secure complete participation. To facilitate progress in discussion, prearranged material —quotations, cases, well-framed questions—is planted with certain members of the group to be called for, or signalled for, by the leader if he so desires. The committee members serve as aides to the chairman during the discussion, but they must beware of taking over leadership or of shutting others off by talking too much. Stages of the discussion are sometimes marked by brief summaries but no effort is made in this first session to formulate conclusions

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or reach agreements. Rather, points of view, differences in approach and methods, and angles for further consideration are stated as crisply as possible.

Just before the group takes a recess for luncheon or supper, all the participants are asked to stand up and identify themselves. The fellowship which follows, during the meal, is an important feature of the whole occasion. Invariably the room hums with: "I didn't know you had that service." "When did your organization adopt that policy?" "When can you come and talk with our staff?" "Let's get together for lunch next week."

In the session which follows, the leader attempts to draw the group a little farther along on points on which there seemed to be desire for more expression and to develop group thought on any major points or plans on which the members seem to want to take steps. This may result in little more than agreements for further meetings or for plans for an exchange of speakers between the respective professional groups. However, it often is found that, following the meal, more candid statements are made on topics of the earlier session and more interest is shown in an exchange of ideas and for cooperative efforts. Care is taken not to prolong this session to a point of boredom.

The results of these meetings have been encouraging. They have stimulated other conferences, individual study of special problems, and the exchange of reports and other material between persons in different fields. Individual social workers, clergymen, teachers and others have expressed sincere appreciation of the opportunity to stretch their horizons. More frequent inquiries and referrals and the more hospitable opening of doors have offered tangible evidence of increased understanding and cooperation.

Under capable leadership and with careful preparation, this group conference procedure can be counted on to break trails across almost any barrier between professional groups in community life. We know that it has been effective in Providence. But again it must be emphasized that the degree of success depends on how well the committee and the leader know and do their jobs; on how well the group is prepared in advance and how well it is led once it is assembled. Anyone planning to undertake such conferences will find much helpful counsel in Frank Walser's "The Art of Conference," and Harrison S. Elliott's "The Process of Group Thinking."

All Learning One Tongue

By FRANK KINGDON

Educational Director, Citizens Educational Service; formerly President, University of Newark, N. J.

A YEAR or so ago the New York Adult Education Council, in the course of answering inquiries for adult education offerings in the metropolitan area, became aware of a severe lack of classes adapted to the needs of refugees. It, therefore, called a conference of all organizations dealing with refugees.

This conference found that the most immediate need was English instruction, of a character designed to speed the process of adjusting refugees not only to the language but to the American scene. Tax-supported institutions were overcrowded and their appropriations badly cut. Refugee funds, hardly sufficient for the most meager support, could not be used. Here was a vicious circle. Refugees could not get jobs without knowing the language, yet the means for eliminating their handicap were lacking.

The organizations, thereupon, agreed to investigate the possibility of pooling resources and enlisting volunteer teachers to set up small informal English classes. It was agreed to limit these classes to ten students each so that conversational ease might be developed, the refugees served as individuals, and an atmosphere of friendliness created.

A plan soon was worked out. The twenty-one participating organizations divided the responsibility for administration and for securing volunteer teachers and free space. A non-sectarian committee of lay and professional leaders in the community agreed to raise the small budget required for operation and materials. Volunteer teachers were selected by a professional consultant on the basis of educational background, awareness of the American scene, and willingness to accept supervision. They were then given a training course under the direction of Caroline Whipple of the State Education Department.

Classes began in November. The first forty teachers trained were all at work within a few weeks and a second training course was held in January. After four months some seventy classes were in operation with a new teacher training course in process.

In brief, this is the background of the Committee for Refugee Education in the City of New York. The problems that have been met, the procedures, the discoveries and results, offer suggestions worth exploring further.

The first point that impresses me is that the project grew out of factual information concerning the problem. The committee began with facts. In the initial conference, the New York Adult Education Council checked its records of inquiries and its records of educational resources against the experience of a large number of organizations dealing with refugees. This sharing of thought has guided every development of the work.

In the second place, the problem was approached from an experimental point-of-view. For two months subcommittees sought the answer to such fundamental questions as the ability of volunteers to teach such classes. A trial training course was held and experimental classes set up as a test. When success seemed clear, the subcommittee on materials proceeded with its task of discovering adequate materials available at small cost. There was at no time any attempt to make a case for a preconceived idea, but rather each development was treated with impersonal scrutiny and criticism.

Third, and of far-reaching implication, is the pooling of community resources. The idea of using volunteer teachers grew out of the experience with this method of the Society for Ethical Culture, the Council of Jewish Women, and the Walden School. The National Refugee Service, through its extensive contacts with refugees, warned of the need to locate classes in living centers so that carfare would be unnecessary. The YWCA, out of long experience, brought skill in the selection of volunteers. Representatives of the Board of Education and the WPA

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made suggestions based on their experience with the foreign-born. The American Committee for Christian German Refugees volunteered to obtain space so that if the problem of race prejudice arose they would be in a position to meet it. The Good Neighbor Committee, the Greater New York Federation of Churches, the Committee for Catholic Refugees, the YMHA and YWHA and other organizations, all contributed to the development of the plan. It is realistic to mention these relations as a recognition of the thousands of dollars worth of information, professional advice, and actual work that was contributed.

Of the seventy-seven teachers trained in the first two courses offered, only two were without college background, and they had had special experience. Fifty-four were college graduates, while twenty-one had had two or three years of college work. Thirty-six of the seventy-seven had done postgraduate work.

FULLY as important as educational background is the experience of these teachers. Sixty-three of the seventy-seven had worked professionally. Forty-four of them had taught, and twenty-seven had taught English. Another important point is that fifty-five of the seventy-seven had done volunteer work. All of them were more than ordinarily aware of American problems, and all had an excellent command of English. On the teaching staff at the beginning of summer were sixty-nine women and eight men, forty-six of them married. Forty-two were between twenty-five and thirty-nine years of age; seventeen between forty and fifty; and thirteen over fifty. Only two were under twenty-five.

Here is a picture that should startle those who think of volunteers as well meaning but rather idle and uncertain people. It is a picture of highly trained, serious-minded, busy people. The teachers have been faithful in their attendance. They have shown ingenuity and judgment in handling their work. They are eager for supervision and patient about the chores of record keeping and reports. One of their most valuable achievements has been the atmosphere of enthusiasm and friendliness which they create for their classes.

In a city as complex as New York, it certainly is an achievement for twenty-one organizations to cooperate in making and putting a practical plan into operation promptly and effectively. This involved meeting specific difficulties—eliminating suspicion of ulterior motives on the part of any of the groups; the mechanical problem of getting representatives together often enough to arrive at conclusions; making a plan that would cover a large number of considerations resulting from the varied experience and information contributed by the groups. Division of responsibility among subcommittees not only answered the first problem but served as a practical means of maintaining general communication and obtaining the largest contribution of community effort.

One of the strongest indications of the success of a class is the attendance. The attendance record of classes conducted by the Committee for Refugee Education is 80 percent. This is nothing short of phenomenal. Comments of students and the fact that they are constantly bringing friends eager for admission, is another proof of the attractiveness of the classes. It is also an achievement to prove that volunteers can do so excellent a job in a technical field. Here again, the technique has contributed to success. At each step, the work of the volunteers has been safeguarded by the cooperation of professionals. A professional person selected the volunteers; professional educators trained them; their work was followed continuously by active consultants working full time and overtime.

In all adult education projects the relation between class and leader or teacher is of vast importance. In the Committee for Refugee Education emphasis has been placed on the importance of maintaining an equality of relations between students and teachers, and upon the value of letting the needs of the group determine the program of the class. The volunteers have achieved this relationship to an extent that might be difficult for professionals to equal.

Materials for class use constitute a special achievement. Because there was not even enough money for large scale mimeographing, particular ingenuity was required in collecting the more than 5,000 pieces needed. A trained research worker and a teacher of foreign languages volunteered their services for this task. They solved the difficulty by developing a bibliography of background material concerning methods, grammar, history, economics, and so on, to serve as reference material for the teachers. For class use they obtained free material from government agencies, commercial firms, and philanthropic and social agencies. Almost nothing was purchased. The special difficulty was to adapt this free material to the need, since it had not been prepared for use in teaching English to foreigners. This has been overcome by a full time consultant who works with the teachers adapting available materials and discovering new materials as occasions arise. So far there is every indication that the materials make up in freshness, variety, and suggestiveness what they lack in technical adaptation. They are certainly an exhibit in Americana.

There is one procedure which deserves special emphasis, for so much of the present and future success of the project depends upon it. Each stage of the project has been guarded by records and reports. There is constant clearance on referral of students to keep the classes small, adequately graded, and adapted to the needs of individual refugees. A detailed record is kept of each student. A daily check of attendance provides a picture of what is actually happening. If attendance is consistently low in any one class the reason is discovered. A continual interchange of committee reports keeps those participating in the project aware of its status.

STANDING out as a distinct achievement, valuable as more than a by-product, is the broadening of the outlook of the participating groups. Organizations have learned more about other organizations in their community. Professional educators have discovered the special contributions that volunteers and lay persons can make. Volunteers have acquired new skill and a new evaluation of their own country through the eyes of their students. And they are carrying their devotion to these refugees out into the community of their friends, creating new areas of interest and participation.

This is a community achievement that has thrived on joint efforts of people inspired by a common purpose and working through intelligent planning. The fact that it has been carried on in New York City with all its resources by no means prevents its being a pattern for communities of lesser size. Essentially, its outlines are adaptable to any community or even any neighborhood. All it requires is willingness to pool resources to serve a clearly evident need.

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In Search of a Yardstick

By KENNETH L. M. PRAY

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THE measurement and evaluation of social work needs and services, which always has been one of the most fascinating and most perplexing of the problems that beset social work practitioners, lately has become even more pressing. The difficulty of finding a satisfactory basis for objective measurement of the intangible factors and the subtle movements that characterize the human situations with which social workers are concerned has not halted a steadily growing insistence that we shall come to grips with these delicate issues.

The profession itself demands this as the only firm basis of advancing insight and proficiency. At the same time many members of the community who in the past have shared our faith in the processes and methods of social work are no longer quite so sure either of the abundance of available resources or of the incontestable value of the services. Along with other less informed citizens, these good friends of social work feel that choices of social objectives must now be made with more careful discrimination, that all the values competing for public support must be reexamined and re-weighed. Social workers, with the rest, are called upon to produce more substantial proof than their own sincere faith as to the extent and pre-eminent importance of the problems they are treating, and the actual value of their particular contribution to community satisfaction and well-being.

It is a sign of health and growth that this challenge is being met with candor, courage, and inventive imagination. One of the significant signs of the times is the extraordinary development of systematic day-to-day statistical reports of the basic facts of social work experience, especially in the public welfare fields. It is easy to overlook the significance of this movement, but the fact is that nothing to compare with it ever has happened before in this country. Nothing, I believe, is more promising for the future of social work and for its sound and fruitful relations with its communities.

But with our rather impatient haste to master this mounting mass of factual data, we face certain inevitable hazards, not the least of them the temptation to expect and demand more impressive results from this material than can possibly be assured at once. We must not anticipate findings that are immediately valid and helpful, must not act as if they were time-tested and universal truths. If these tools of quantitative measurement are to be used with safety and profit, and in a professional spirit, we must be keenly aware of two basic considerations.

First of all we must recognize that quantitative measurements are not automatically dissociated from qualitative judgments. In the very act of defining the factors that are to be recorded and counted, the units of measurement that are to be applied, the tabulations to which they are to be subjected, we are inevitably entangled in the selection of certain objectives, upon which our attention primarily will be centered. If we leap too nimbly from the collection of figures to the application of findings in the organization and daily operation of social agencies, the nature of these underlying concepts that govern the measurement process becomes much more than a matter of merely academic concern to us, our clients and our communities; for they will determine, at least for a time, the direction our effort shall take and its impact upon the lives of those we serve.

If we set out, for example, to measure the quantitative need of a community for social case work service, it is obvious that we must have accepted in advance, consciously or unconsciously, some specific basis of judgment as to the kinds of service which social case work has to offer, the kinds of human needs that can be fulfilled by its processes, the prerequisite conditions that govern this fulfillment. Without such a frame of reference, this quantity which we term "need of service" has no stable meaning. But when we do set up such a framework of definitions and when we organize our operations on the basis of facts related to these definitions, we have then determined much more than the *quantity* of service required; we have helped to establish, at least for that time and place, the kind and the quality of that service.

The second consideration is closely related to the first. In setting up criteria of need for service we are doing much more than influencing our own professional functions and objectives. We are also helping the community to define its own social objectives and the scope of its wants, not merely with respect to social work standards but in relation to policies and institutions that reach far beyond those limits. The criteria of need for help, or of social fitness and adequacy, which we accept and act upon, will be a significant factor in determining the level of the community's own standards of a tolerable and acceptable minimum of life for its people—economic, social, and cultural.

It is a matter of supreme importance, therefore, that social workers shall scrutinize with the utmost freedom and earnestness every sincere and constructive effort directed to the measurement of social need and of the social services designed to meet that need.

FROM this point of view I propose to examine a recent ambitious and suggestive effort to measure a community's need for social work services, including, primarily, social case work.

The project is reported at length in a recent bulletin "Social Breakdown: A Plan for Measurement and Control" issued by Community Chests and Councils, Inc. It grew out of an admirable survey of the social work organization of a small eastern city, following others of the same sort. Since its main outlines have been covered in *Survey Midmonthly* [see "Stamford Studies Itself," by Bradley Buell, September 1939] I shall summarize them here only briefly.

A procedure is set up for measuring what is called "social breakdown," by reference to certain official records of social behavior and maladjustment in which govern-

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mental action has been taken. A series of specific categories of such maladjustment is formulated, and within each category, as well as in all together, an annual rate of social breakdown is computed by dividing the number of families appearing in these official categorical records into the total number of families in the community. By comparison of these rates from year to year, a measure of the relative increase or decrease of social breakdown is afforded. By the same token, this rate also is regarded as a measure of the relative efficiency and sufficiency of the social services directed presumably to the prevention or amelioration of this social breakdown. This point is important. The report expressly declares that one conspicuous aim of the plan is to afford to "taxpayers and contributors" a *"simple method of determining the relationship of social agency services to the prevention and control of social breakdown."*

A significant aspect of the plan is a mechanism for making immediate use of the material derived from the recording and measuring process. There is to be no lost motion in focusing all the social work resources of the community, through a central "case committee," upon the families who find their way into the records, especially those who reappear there. Primary responsibility for helping the family is to be assigned to that agency which, in the judgment of the committee, is best able to meet the basic need of the family; specialized services of other agencies are to be rendered thereafter only with the approval of the primarily responsible agency. From time to time the central committee may transfer families from the primary supervision of one agency to that of another, in accordance with changing problems or circumstances.

WHILE we are concerned, here, with the problem of measurement rather than with treatment, it is easy to discern in this plan an interesting illustration of the principle already suggested, that the method and the criteria of measurement cannot easily be dissociated from the viewpoint that dominates the use to be made of the results and a judgment of their meaning. This is peculiarly true, of course, in a proposal such as this in which the results of a measurement of presumed need are to form the basis, directly and simultaneously, of an appraisal of the adequacy of service. For, if the adequacy of social work agencies is to be appraised, even in part, on the basis of their success in lowering the total need for such service in the community, we must assume that the philosophy and methods of the agencies are applicable to the need being measured, and that they are not being held accountable for results of operations that are not in accordance with their own practice.

Viewed in this light, it is not reassuring to observe the somewhat cavalier fashion in which the interests of clients are to be entrusted to one agency or another, without too serious regard for the initiative or preference of the families affected, for their own sense of need, or for their own desire and capacity to cooperate responsibly in meeting and mastering their own problems. In these days one properly may harbor philosophical doubt as to the soundness in a democratic society of a relationship between a community and its members such as is expressed in this rather one-sided and authoritarian pursuit of the community's ends. Moreover, for our present practical purpose we face the fact that most of our modern social case work agencies have come to regard a totally different basis of relationship with a family as a prerequisite for the achievement of significant results. If the community's intervention in a family's affairs is not to rest upon the family's responsible acceptance of its own problem, nor upon its freedom to choose alternatives, including the alternative of complete independence, it is clear that the results of such intervention do not reflect or measure the adequacy of social case work or of social case work agencies, but of something else that may be masquerading under that name. For under these circumstances social case work as such has not been allowed to operate at all. Perhaps, under these conditions, the changing index of need or of social breakdown may be related to the efficacy of the police system or of some other agency of external influence or control, but not of social case work.

THE problem presented here finds its roots, perhaps, in the definition of social breakdown with which the whole process of measurement begins. At the beginning of the report, one definition is suggested in the statement that social breakdown occurs "when people are unable to make for themselves the adjustments essential for self-sufficiency." In this statement there is room for an interpretation of need on the basis of the family's own judgment of its own self-sufficiency. The particular problem of social breakdown would appear and be counted when the family felt it and sought help in doing something about it. In that case there would be a direct relation between the measurement of need and the measurement of service, for the definition of need would embody the essential condition of service. But elsewhere in the report it is intimated that social breakdown is somehow identified with "behavior that does not conform to currently accepted concepts of satisfactory social adjustment." Now, "currently accepted concepts of satisfactory social adjustment" lie outside the family. Under such a definition, the problem of social breakdown would appear in the statistical tabulation when the *community* wanted to do something about it, whether or not the conditions were present that made the problem manageable or corrigible through individual or family case work treatment. In that case, the counting of such need may have no relation to the measurement of social work service. Private social work, at least, is not generally geared to the fulfillment of need so discovered and so defined.

It may be worthwhile to point out another implication of this plan to measure social work service without regard to its relation to actual social work methods and operations. The report makes only fleeting reference to the fact that real social adjustment is more than a one-way process, that it involves the interaction of individual and environment, and that the incidence of social breakdown, in a true sense, is an index of the effectiveness of the community's basic social, economic, and political institutions, as well as of an individual family's self-sufficiency. It is important to remember, however, that to the extent that social case work agencies allow themselves to be measured by the changing rate of social breakdown in the total community, without equally precise measures of the operation of other dynamic forces, they are allowing themselves to be held accountable for community inaction in other directions, and they may be contributing to an intolerable public lethargy toward needed changes in fundamental social conditions.

The validity of this proposal for the quantitative

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measurement of the community's needs and its social case work services by the same yardstick depends as largely upon the specific terms of the plan as upon its apparent philosophic base or its application in treatment. The plan itself raises at least two serious problems. The first concerns the nature of the categories that in the last analysis define social breakdown. The second is in the nature of the records upon which the rates of social breakdown are based. Some degree of valid doubt on both these scores is candidly acknowledged in the report. The selection of the particular categories is declared to be tentative and experimental, subject to variation in different communities. It is fair, however, to infer that the categories selected for this particular experiment adequately illustrate the basic principles involved in the plan. Seven categories are described: crime, juvenile delinquency, mental disease, mental deficiency, parental neglect, divorce (including desertion and non-support), and unemployability.

THE crux of the plan lies in the assumption that the extent of extreme manifestations of social maladjustment is a dependable index to the volume of more widespread, though perhaps less acute, social tensions and disorders—"the whole range of social difficulties"—which represent the community's total need for social services as well as the bulk of the problems with which its social agencies deal. The report draws an analogy between these evidences of the terminal outcomes of social maladies, and the deathrates in physical disease. As the changing statistical deathrates register in considerable measure the effectiveness of counteractive medical efforts, so the changing statistical rates of social breakdown may be presumed to register the effectiveness of the counteractive efforts of social agencies.

This assumption warrants further analysis. Obviously, if the analogy holds, it must be based on the fact that each of the categories of extreme trouble is related to the existence of underlying maladies of the same general nature. As the report states: "An increase in deaths due to heart disease . . . is an indication that heart disease is on the increase." Presumably, then, an increase of divorce, or of court action for desertion or non-support, is an indication that marital difficulties in families are increasing in the community.

But how about that assumption? Is it possible, on the basis of experience, or of any other evidence available to us, to say offhand that the divorce rate accurately reflects the prevalence of those various difficulties of marital adjustment, great and small, with which social agencies so frequently are concerned? Is this formal act of separation so usual and characteristic an outcome of these difficulties as to permit a count of divorces to be an accurate index to the need for social case work service in torn and divided families? The least one can say is that further statistical exploration is required to prove any such correlation and that to act immediately upon present data is to run grave risk of jumping to unreliable conclusions.

Even more important from the standpoint of the measurement of social services is the further question: Does the lowering of the divorce rate or the prevention or reduction of the temporary or final separation of man and wife, represent so definite or so dominant an objective in our treatment program that its attainment expresses in substantial measure the success of our efforts? Do we regard such separation always as a sign of social breakdown, in the sense of a lack of self-sufficiency or of social fitness? May it not sometimes be an evidence, on the contrary, of positive growth in the capacity of people to face the realities that surround them and to work out for themselves a solution that represents for them, and probably for the community, a higher social value than the perpetuation of destructive internal conflict within the family unit?

Then, consider the number of criminal convictions in the community as an index to the extent of the underlying social frictions and frustrations and lacks of discipline, to which the services of social agencies are customarily addressed. To what extent are we prepared to say that these extreme manifestations of social revolt accurately gauge the total problem of irresponsible feeling and impulsive action in the community as a whole? Are social workers willing to accept the reduction in the rate of overt criminality—even among their clients, much less in the community as a whole—as an objective of their effort, so dominant in its importance that its attainment spells the relative adequacy of their services?

The fact is, is it not, that these extreme forms of behavior are so small a part of the total mass of social maladjustment with which we are continually concerned that they constitute what amounts to a separate problem. A rate of social breakdown defined by such categories as these is doubtless useful in measuring and guiding the community's action with respect to these particular problems, but to apply these same rates to the far larger area of less extreme needs is quite a different matter. At least, a flag of caution should be raised.

THE character and quality of the records upon which the plan relies brings up still another question. These are public records only. That is a primary element in the plan. The report itself calls attention to certain so-called "qualifying factors" that lessen the dependability of these records, even as an index of the specific problems that they register. At the head of the list stands the state of the law and of public policy, which govern what cases and how many shall be recorded in the categories. This includes such factors, for example, as the extent of hospital facilities for mental disease and deficiency, which obviously determine the number of official commitments that are made; the attitude and practice of the juvenile court, affecting the kinds and degrees of juvenile delinquency that will command its attention; the policy and practice of the police, in making arrests for different types of offenses. To such qualifying factors as these, one must certainly add the character and quality of the administrative organization to which and by which the records are made.

In view of such facts as these, the report on the social breakdown plan concedes that the records must be subjected to "critical common sense interpretations in the light of known facts about the community." But I find it difficult to share the optimism of the authors of the report that the community will readily find the capacity and courage really to know or to face all these facts about itself and its public authorities, or to apply such knowledge as it has to the interpretation of statistical data gathered routinely from year to year. It is not easy to see how this "common sense reinterpretation" can be placed on any basis sufficiently stable and uniform to make the corrected statistics dependable in any true sense.

Much the same doubt arises about other qualifying factors mentioned in the report, such as basic economic changes

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or long term social trends which clearly affect the capacity of individuals in any locality to make the "social adjustments essential for self-sufficiency," as well as affect the standards of social fitness to which they are expected to adjust. These are not quite so elusive of measurement as shifting local policies of administration, for there are some statistical measures of some of these long term trends on a national scale. But are these measures so clear and so unquestionable that they can be applied confidently to the correction of local statistical data which are to be used to measure not only the total need but the adequacy of service from year to year? I personally have grave doubts. And I cannot forget that we are concerned not with measurement of abstract concepts, but of situations in which human beings find needs of service; we are applying these figures not to dreams and hopes, but to the daily services of operating social agencies. If we are going to rely upon statistical devices at all, I want to be sure that they are consistently sound and applicable to the material to which they are applied.

Despite all these questions and doubts—and others that seem less urgent at the moment—it remains true that this project is an interesting illustration of highly valuable current efforts to face the old and troublous problem of quantitative measurement and evaluation in a creative and inventive spirit.

In this somewhat critical comment on it, I have endeavored only to emphasize three conditions that to me seem indispensable for sound progress in this direction:

First, that social workers as professional collaborators in these community studies shall discharge our full responsibility to be alertly aware ourselves, and to help our communities to become aware, of the inescapable relationships between the factors we select for measurement and the bases on which we and the community shall be encouraged to rest our judgment of the substances and quality of the job we are measuring.

Second, that we shall be guided by this responsibility to define with the utmost clarity the needs we set out to appraise, in relation to the functions of the agencies engaged in meeting and preventing these needs.

Third, that the data on which we rely shall be truly and demonstrably representative of the needs and the services to be appraised.

With these essential conditions clearly sustained in the process, we can hope for continual advance toward a more sensitive and appreciative understanding in ourselves of the community's problem in meeting the defects and inadequacies of our common life, and a more refined appreciation by the community of the technical demands and prerequisite conditions of effective social work as an instrument to that end.

This article is drawn from a paper given by Mr. Pray at the 1940 National Conference of Social Work.

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Our Social Geography

By DAVID C. ADIE

Commissioner of Social Welfare, State of New York

IN the social geography of the nation no two states are alike. We know at a glance that great differences exist, but how wide and deep the divergence, what the origin of this or that phenomenon, and why it is found in a given area and not in another, are questions to which answers are not immediately apparent. In studying this diversity we call in the statistician, akin to the surveyor in his passion for orderly arrangement, and the researcher who, like the geologist, digs deep in his effort to discover the opposing forces of construction and erosion resulting in society as we know it today.

In an attempt to understand better this diversity in the social development of the country as crystallized in the public assistance programs of the forty-eight states, a study involving the methods of statistical research was carried out recently in the New York State Department of Social Welfare. Now, to paraphrase that well-worn witticism of Horace Greeley, I do not say that all Scotchmen are statisticians, but I do say that all statisticians are Scotchmen—at least in the sense that they are universally given to understatement. What appears to the layman looking at the relief legislation in the separate states as a labyrinth, a veritable hodgepodge of legal provisions resulting in public assistance programs in all stages of development, is calmly described by the statistician as evidence of "considerable variation."

To understand the nature of this variation and to discover factors common to the programs of many states, it is necessary to break up the public assistance program into its component parts. Turning first to general relief, we find differences among the states as to eligibility requirements—particularly in definition of need, establishment of settlement, responsibility of relatives, recovery of funds, and limitations on recovery. Although the terms poor, needy, and indigent often are used, none of the states has an exact definition of need. Some states require residence, others do not; some insist that the relief applicant to be eligible for aid must have established local as well as state residence. The required length of residence varies from state to state and locality to locality.

About two thirds of the states require that legally responsible relatives support the needy person if possible. Recovery of funds is provided for in about half the states, with limitations on recovery in like proportion.

In their provisions for old age assistance, about two thirds of the states (usually those with higher percentages of foreign-born in their population) require citizenship. Almost all states have provisions regarding the maximum value of property or amount of income allowed for eligibility, about half setting a definite maximum and the other half stipulating that property or income must not exceed the amount needed for reasonable subsistence compatible with decency and health. One sixth of the states disqualify applicants for "lack of moral fitness"; more than one third disqualify those receiving or in need of other public assistance; and about half disqualify inmates of public institutions. Virtually all states set maximum old age allowances, varying from $15 to $45 per month.

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Regarding aid to the blind, about two thirds of the states stipulate minimum ages, ranging from sixteen to twenty-one years, and nearly one fourth require citizenship. The majority of the states define blindness with reference to the person's inability to perform ordinary activities as a result of the defect; but about one fourth define it in technical optometric terms. Slightly more than three fourths of the states define need in general terms relating to insufficient subsistence; the remainder set a definite maximum limit on income or property. The receipt of other types of public assistance disqualifies for aid to the blind in about one third of the states, while public institutional aid disqualifies in approximately four fifths of them. Most states have maximum allowances for the blind varying from $15 to $50 per month.

IN provisions for aid to dependent children, the maximum age ranges from fourteen to eighteen. About three fourths of the states specify that need must arise from the applicant's inability to support the child due to certain specified causes. Two states set limitations on property of the applicant. Some ten states provide that only the mother may apply for aid to dependent children, but most states permit any other near relative to apply. Less than one third of the states have provisions relating to the personal fitness of the applicant, and in about one third children are ineligible if they have relatives legally liable and financially able to support them. About half the states set definite maximum allowances; slightly less than half stipulate that aid must be sufficient to bring up the child in a manner compatible with his health and general well-being.

This wide variation in legislative provisions for public assistance is in itself interesting and highly important, but to state the fact and even to examine the nature of this variation is not to discover why particular variations exist in particular places. Legislative provisions are expressions of widely differing public attitudes which in turn are determined to a considerable extent by underlying social and economic factors.

It has been discovered that between these factors certain rather well-defined relationships exist that influence character, volume, and cost of public assistance. Again it is desirable, in studying the interrelation of these social and economic determinants, to examine the programs separately.

In the general relief program, states that give the highest average grants and that spend more per inhabitant for general relief are those that rank high in per capita income and wealth with a high percentage of population living in towns and cities. This is to be expected; states like Massachusetts and New York, for example, present problems fundamentally different from those of rural states. The economy of the urban states is more sensitive to fluctuations in the business cycle; standards and costs of living are higher; resources exist with which to meet the needs of public dependents.

Per capita income appears to bear a much closer relation to the size of the general relief grant than does per capita wealth. This is somewhat surprising since, in the majority of states, most of the local public assistance funds come from real estate taxes. It may be, however, that actual earning power is a more important element in determining the trend of spending for social welfare than is amount of wealth.

The amount per inhabitant expended in a given state for general relief—a figure often used as an indicator of relative efficiency of relief administration, without regard to its obvious limitations—appears also to be associated closely with per capita income, extent of urbanization, and general relief costs expressed as a percent of combined costs of public assistance and WPA.

With respect to old age assistance, it is interesting to note that there is an inverse relationship between the size of grant and the proportion of recipients unable to care for themselves. This is especially true of the southern states which pay relatively small grants, and where a large proportion of recipients are physically handicapped, probably as a natural corollary of the higher incidence of illness among the general population in this section of the country. It may be, too, that in the South a larger percentage of persons accepted for old age assistance are drawn from the physically handicapped than in other areas. Where available funds are very limited the most needy would presumably be given preference on the rolls.

There is fairly close association between the size of the OAA grant and the percentage of the state's population which is sixty-five and over, in other words, the eligible age group. This seems to indicate that states with larger percentages of elderly people also have higher per capita incomes and therefore tend to grant the larger allowances. Partial explanation also is found in the fact that large aged populations act as pressure groups to keep up the size of the grant. Also noted is a definite relationship between the size of grant and proportion of urban population. This reflects, as in the case of general relief, the higher costs and standards of living obtaining in towns and cities.

AN analysis of the various factors bearing upon the program of assistance to the blind reveals, as in general relief and old age assistance, a direct relation between the size of the grant and each of the three factors—per capita income, per capita wealth, and proportion of the population concentrated in urban areas. A state which has progressive policies for one category of dependents usually has them for all.

Coming to aid to dependent children, it appears that the size of the grant is more closely related to the degree of urbanization of population than is the case with the other categories. This might indicate that child welfare programs are more susceptible than the others to the effect of the higher standards of urban life. Another interesting fact is found in the distinct inverse relationship between the average grant and the percent of the state's population under sixteen years of age. It seems that states having the highest percentage of persons under sixteen pay the smallest grants. This may be partly explained by the fact that states whose populations contain larger proportions of children, usually have the lowest per capita income. But there is significance in the contrasting behavior of the ADC and OAA grants when we recall the direct correlation between the size of the OAA grant and the percent of the state's population over sixty-five. To put the matter bluntly—the children can't vote, but grandfather and grandmother can.

The tendency with regard to the WPA program is for the same lines to hold as in the public assistance programs—both average earnings and earnings per inhabitant are associated closely with per capita income, per capita wealth, and proportion of urban population. It is significant, how-

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ever, that in the more highly urban states a smaller percent of relief funds is devoted to WPA than to home relief and the special assistances, while in the predominantly rural states the reverse is true. This may be because, in the more urban states, the WPA program is inadequate to provide jobs for all needy employable persons, due chiefly to the limitation upon type of project for which federal WPA funds may be used.

In considering the connection between certain elements in the social and economic environment and certain elements in the relief program, it is well to remember that the statistician does not expect too much of the correlation technique; he does not look to it to explain causation. All that correlation strictly implies is association—that this factor exists at the same time that the other also exists. Our social research would have to go much deeper to discover definite lines of cause and effect. It is felt, however, that mapping out and surveying in orderly fashion the relationships as they exist reveal facts interesting in themselves, with gleams and hints as to some of the causes of the great diversity in the relief structure in the United States.

These causes must be better understood if we are ever to launch a truly national relief program—one in which the federal government recognizes its responsibility to all who are in need, regardless of age or handicap. To the politician, who might be tempted to think in terms of strict national uniformity, the facts outlined here should serve as a warning; for it is apparent that individual differences, attitudes, and modes of thinking still count for much. To the social worker, on the other hand, this study offers real encouragement in indicating that however much communities may differ, certain definite motivations, social and economic in nature, are common to all geographic regions. On these common factors rests the hope of genuine national planning for public welfare.

Mrs. Flibbity Takes Charge

By CAROLINE SLADE

Author of "The Triumph of Willie Pond"
Former juvenile court and child welfare worker, Saratoga County, New York

"THIS is really awful," I said to Mrs. Flibbity.

"It is," said Mrs. Flibbity to me, as she leaned on her broom.

"Both investigators out investigating. Won't be back this afternoon. And now the clerk's gone home sick. And I must take the two Smith children to the T and A clinic. Important. Can't be put off."

I sighed. Mrs. Flibbity sighed.

"And this is a public welfare office and can't be closed up. We *never* close on weekdays, Mrs. Flibbity."

"Never," agreed Mrs. Flibbity, who knew, because she came every day to put things in order.

I stared at Mrs. Flibbity, and Mrs. Flibbity stared at me. I saw her lean figure grow still, as though waiting.

"Will—would—could *you* take over for the afternoon?" I asked her. "Just be here to take messages, answer the telephone? Make notes for me?"

Mrs. Flibbity walked to the broom closet with a firm tread, deposited her broom, closed the door, and turned back.

"If I'd had reg'lar schooling, I'd a been a social worker." She sat down at my desk, shifted the little sign that said "Supervisor," took up my pen, looked at it, and put it back. "You needn't worry about nothing. I'll write everything down just like you do. And if," her pale eyes glittered, "and if I can talk to anyone so to help 'em out, I'll be real glad to do it. Now don't have nothing on your mind."

I put on my hat, and started for the door. The telephone rang. I walked a little slower.

"Just a minute," I heard Mrs. Flibbity say. "Yes? Who is it? Yes, I got it. My hearing's good. No, she's out; you can tell me. He does? Well, I never! He does? Wait till I put it down. How old you say he was? Did you ever try a good spanking . . . ?"

I closed the door quietly, and went my way.

MRS. FLIBBITY'S DAY SHEET

Mrs. Anson was first off to call. She says everything's o.k. I usta know her, we had a good visit. She brings up her children godfearing. They's nothing on the part of little Willie but enurecis (Ex. spell. She means bed wet.) I said did she ever try a good spanking and crackers at night only. She says she's tried everything from a alarm clock to using scorn and a doctor. No use.

•

Mrs. Brown came in just a second. She's very nice so we had a good visit and she told me all about her kidney. She thinks now it's just a muscle acting up.

•

Mrs. Cone called in. She's worried about her Lillie, but I could tell you about that girl, my sister lived in the lower flat with them. Lillie had a tumor so they took out her appendix with it, but now a tube is causing her trouble so she is more or less a hinderance to her poor mother. The girl has been gone three days now. Will she get the police from the court for children after her?

P.S. Also she needs more money as Jackie's shoes are near gone and it looks like his feet will be out any minute.

•

That young Wilson girl was to get her check. I told her I did not know nothing about it. She is a snob and turns up her nose. The trouble is she goes with girls who have a father and every luxury. I said to come back tomorrow.

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Mrs. Davis telephoned in so you should know all the trouble she's got. Mr. D. is in bed all of the time now and on top of him she has got her mother's brother and she cannot stand it so what will you do about it. Will call again tomorrow.

•

Mrs. Hill was in a very nice lady I feel sorry for. I told her about all the folks who have a lot of trouble but you can't talk so much to her on act. she is so nervous and breaks down into tears out of a clear sky. Her husband dying left a bad dent in her only time can heal up.

•

Mrs. Edson was in she is full of fun so we had a good laff. She is planning work in the back of her mind. She went out and got us some sandwiches we ate them with a lot of pleasure. Also coffee. I would like to say to you (mum is the word between us) I do not think maybe that undoubtedly morals is the keenest obligation of this mother but then again who of us is perfect? I would say not to hold this against her any. Her children are steadily growing older every day. She does this job good so what matter too much about unseen things?

•

Mrs. Hone tel. in to ask you about her. She says that fellow would like to marry her, you know who she means, she says, but she says she has no desire. (This is a hard case to figure out.)

•

Mrs. Mason was in. She does not show it much. Expects in Feb. but all is dormat yet. She is not worried because it comes easy to her. The last time the doctor was late and she gave birth by natural instinct. Would like to see you about her mother sick so much. Mrs. M. says she is suseptable to cronik sickness with constant care.

•

That nurse was in. She says to tell you it is pitaful at that home so would you see if it is a case for this board. It made her nearly weap. I had to weap myself. She found this poor home with a krushed mother and two daughters. This is terribal.

•

Mrs. Katz tel. She says she has got to move on act. she cannot stand it. The more she scrubs the worse it smells. She says it leaks and her varycros veins are awful. She says the roof ought to be fixt and rubber stockings on order of Doctor.

•

Mrs. Johnson was in with her budget. She looks well only awfully bloated to me. She says her new flat is furnished with swell wallpaper but it is not homelike. She says the father dying has left a big breech on her and her daughter. It is a sad case. I talked to her a long time.

•

Mr. Olson was in I did not know you took fathers in this office I thought just widows and sick husbands. He is having a awful time of it we had a talk so I could help him. It seems the children screech their desires which ends in their getting a good hit without any happy medium. I told him I did not believe in capitol punishment myself for a steady thing but maybe once in a while it would cure a person out of bad habits. So he says nothing else will do in this case his children need a mother anyhow I was careful to tell him I was a married lady. He is a good man, but left with six children what can you expect? Billie was with him here he is cute with typikal blue eyes only he wears a little frown his father says it worries him but he is placid to date. (If I was doing this case I would get him a good housekeeper a widow, and then let things work out themselves.)

•

The minister of the Meth. church called. He would not tell me any names he said he thinks the one you asked him about will not be permisqous. (ex. spell. He meant easy.) He says go on with the case because further investigashun may prove suspicious.

•

Mrs. Tims was in because her husband is crazy as a loon she would like to ask for help from this office please. Do we take crazy fathers. I said to call you up she says he started off with having fits of temper the city is now reliefing him. This is a terribal case, if he hears the trains going by he would like to get run over by them. I said to her if he got run over maybe this office could give her checks then.

•

The city doctor tel. he says that girl you sent in may have a tumor. (It seems queer to me a young girl like that having a tumor. You better go into it more.)

•

The Supervisor of the City came in here himself so you would see about that Quick family again he says he went there but he says there is certainly something mysterous in the air and he cannot locate it. He says he thinks one thing is this mother is instiling into her children to sit and mope. A bad thing.

•

Here is a note from Mrs. Pink. I read it so I should see if it was something I should do about it. It is only about George he has enlisted for five years so that is good it will take him off his mother's back.

•

Mrs. Vose tel. in. She has went and run her hand through the wringer so now the house is crippled up. This is a state of things. Please call.

•

I wish to tell you that Mrs. Mann called for a application to this board. I know her well. She has seven children. The last one was born late. She lives right near me. Her home is nice and homey like. She has a little piano nestling between the folding doors and a singing canary. A husband meant a great deal to her and now he has gone. For that they get ten years and even if out on parole it will be six years. So for all purposes she is really a widow. I thought if you took crazy husbands you might take one in jail. She would like you also to see about taking Annie to the mental clinic for enurecis. (ex. spell. bed wet)

•

That Watson girl was in. I would like to tell you (between us) I know her it would be hard to say for sure who is the father of this baby. He has been away sick a long time, but she claims he saw her in June while attending the T.B. clinic. Which may be so I do not say. I know her well.

•

5.33 I am closing up. I have had a good time. I wish I could get in this work do I have to have a colege course? I will come to help you out any time. Hope all is clear.

MRS. FLIBBITY

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Here in Washington . . . By Rilla Schroeder

THE mercy ship plan has struck a snag but not necessarily a fatal one, in the opinion of Chairman Bloom of the House Committee on Foreign Affairs. The German news agency story to the effect that Berlin could not guarantee safe conduct to such ships is, as Mr. Bloom sees it, not only a bit premature since no such guarantee has been asked but is entirely unwarranted as the act does not mention guarantees. It merely requires a "safe conduct granted by all the states named in the proclamation." As Chairman Bloom points out, "only Divine Providence could supply a guarantee."

Washington Press-Photo
RILLA SCHROEDER

Representative Henning, sponsor of the bill, and the American Women's Committee for Mercy Ships for European children share Mr. Bloom's conviction that Berlin has not understood the nature of the request to be made of them. The committee interprets the "safe conduct" provision to mean, merely, that the warring powers will be asked to promise not to bomb or torpedo the ships carrying children. They are confident that once this is explained the safe conduct promise required by the law will be forthcoming from Berlin as well as from the other belligerents.

However, the matter may not prove to be as simple as that, and the safe conduct proviso may yet do what its opponents have feared from the first, block the entire project. Meantime, the women's committee, undeterred, has announced that should the German government officially refuse the necessary assurance, "obviously the safe conduct clause in the amendment to the Neutrality Act will have to be reconsidered." That, too, seems something less than simple.

THE NATIONAL GUARD LAW, SIGNED BY the President, carries a job guarantee paralleling the provision in the selective service measure, as passed by the Senate. No mention is made in either measure, of the National Labor Relations Board. A service man who finds himself out of his job upon his return from military service is given the right to take his case to court, and the district attorney is required to handle it for him without fee or court cost. The federal court of the district in which the employer conducts his business will decide whether or not he was justified in refusing to rehire his former employe.

The Guard law allows men below captain's rank to resign from the guard within twenty days after enactment of the law, if they have dependents relying upon them for support and have no other means of caring for them but their wages or salaries. In discussing this point Senator Sheppard, chairman of the Senate Committee on Military Affairs, let drop a remark concerning forthcoming legislation on family allowances. It was taken to refer rather to the selective service bill than to the measure then under discussion, the Guard bill. As this is written no legislation of this kind has been introduced although it is understood that a message on the subject has been prepared at the White House and is ready for transmittal to Congress. It will be delayed, probably, until after final action on the selective service bill.

ALL HOPE FOR ANY FURTHER ACTION ON the housing bill, S.591, as far as this Congress is concerned, may as well be abandoned. The bill, it will be recalled, was passed by the Senate but the House rejected the rule calling it up. Early in the summer the House Committee on Banking and Currency redrafted the bill and offered the new draft to the Rules Committee as an amendment to the original bill. It was a fair enough bill, although not as strong as before, and its friends felt confident of its approval by the House. The Rules Committee, however, has decided to pigeonhole it for this Congress. No formal vote was taken and none was needed. It was only too obvious from the first that the bill's friends on the committee were too few to hope for action.

REPERCUSSIONS OF THE EUROPEAN FOOD blockade are being felt in the Department of Agriculture where it has been decided to await developments before establishing production goals for next year.

FRANK BANE, ON LOAN FROM THE COUNcil of State Governments, has joined the National Defense Advisory Commission staff to set up a Division of State and Local Cooperation. Briefly, the functions of the new division are to (1) serve as a channel of communication between the NDAC and state defense councils and, through the latter, with local councils in each state; (2) keep the state and local councils currently informed regarding the program as it develops, particularly with respect to the specific activities in which the cooperation of state and local agencies will be required; (3) receive from defense councils in the states reports upon problems of coordination requiring federal attention, recommendations of necessary adjustments in program, suggestions regarding new activities, and so on; (4) clear information between defense councils in the various states.

THE WALTER-LOGAN BILL, WHICH WOULD subject the decisions of 140 federal agencies to court review, is definitely out for this Congress and the duration of the present emergency. Even its former friends are cold shouldering it on the ground that it would hamper the government in the proper handling of the defense program.

REPRESENTATIVE LEE E. GEYER OF CALIfornia has filed a petition to bring out his poll tax bill and so far has persuaded twenty-six of his colleagues to sign it. Under the House rules, 218 signatures are required to bring a bill to the floor via the petition method. Hearings on the bill were held by a subcommittee of the House Judiciary Committee in the spring and early summer but, to date, the subcommittee has not reported back to the full committee. [See "Suffrage in the South," by George C. Stoney, *Survey Graphic,* January, 1940.]

THE SENATE COMMITTEE ON LABOR HAS been holding executive hearings on the Smith amendments to the National Labor Relations Act passed by the House. If Congress remains in session long enough the chances are that the committee will bring out a bill but it will not be the bill passed by the House.

THE HOSPITAL CONSTRUCTION BILL, passed by the Senate, is bottlenecked in the House Committee on Interstate Commerce of which Clarence Lea of California is chairman. Senator Murray is considering a suggestion that the bill be attached to the selective service bill as a rider. If he finds sufficient support in the Senate for his idea he will go ahead with it.

PRESIDENT ROOSEVELT HAS ASKED CONgress for an additional $53,000,000 for the Office of Education to expand its program of vocational training in courses essential to defense. In his communication, the President included a letter from Harold D. Smith, director of the Bureau of the Budget, which shows that the $15,000,000 allowed the Office of Education in the Deficiency Appropriation Act will be expended by November.

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The Common Welfare

Lillian D. Wald: 1867-1940

AFTER this issue was on the press, came news of the death of Lillian D. Wald, pioneer in public health nursing and in many areas of social service. From the House on Henry Street on New York's teeming East Side, she fostered the first non-sectarian visiting nurse service in the world, ungraded classes in the schools, city playgrounds, summer camps, the U. S. Children's Bureau, housing reform, social insurance. For years she was a member of the board of Survey Associates, a contributor to its pages, a creative voice in its councils. In a brief tribute in *The New York Times*, Paul Kellogg, editor of the *Survey* Magazines, wrote:

"Let me single out one strand in Miss Wald's leadership that sprang from her insight into human relations, and has much to give us today. . . . Twenty-five years ago, at the very outset of the World War, she risked much to take the chairmanship of the American Union Against Militarism. This pressed for using affirmatively our vantage ground as a great neutral. Out of it came the American Civil Liberties Union. It was one of the roots of the Foreign Policy Association. . . .She met the temper of the times with clarity and courage. Her constructive bent counted then and leaves us a living heritage now."

Aliens Register

ON August 27, when the registration and fingerprinting of an estimated 3,600,000 non-citizens began, tens of thousands of alien residents went to postoffices and schools to answer under oath fifteen questions asked of them by the nation whose guests they are. At the end of the first day, public officials stated that aliens were registering willingly, that there had been no protests against fingerprinting, that even those who expressed regret about the procedure agreed that it was necessary. Typical perhaps of those who appeared before registration clerks in every American community were the first three in line at New York City's General Post Office. First came a young German Jew, "purged" by the Nazis, who now has his first papers. Second in line was a Franciscan friar, English born of Spanish parents. Third was a middle-aged Italian who came to this country from Sicily nearly forty years ago, and whose eight children are American born.

In spite of elaborate preparations, the first day's registration, particularly in the large cities, moved slowly. Many aliens failed to bring the green "specimen blank" each had been requested to fill out. This meant that instead of having typists merely copy the required information on the registration blanks, it was necessary for the clerks to go over each question in detail, sometimes working through an interpreter. In most offices the number of those waiting to register increased steadily through the day, in spite of the departure of those who had completed registration.

As the enrollment began, a few left-wing voices were raised in protest, notably that of Congressman Vito Marcantonio of New York who declared, "The act is the adoption of a Nazified system in the treatment of non-citizens."

Very different was the comment of many of the registrants. There was, for example, the Brooklyn, N. Y. housewife who came to this country from Hungary in 1914, who married a citizen and has three American children. Mrs. Vera Klyman told a *New York World-Telegram* reporter: "I cannot forgive myself for not becoming a citizen a long time ago. I mean that, I really do. I feel strange coming here as an alien because this is my country and I love it. This registering will remind people like me that we forgot to do something very important."

Opportunity

LARGE scale plans are being shaped to bring to this country hundreds of eminent European scholars, many of them now the victims of persecution, all of them deprived of their laboratories, their libraries, and their opportunity for creative work. Leader in the plans is Dr. Alvin Johnson, founder of the "University in Exile" through which some seventy social scientists, refugees from totalitarian persecution, have made notable places for themselves in the intellectual life of this country. In addition to the victims of the Nazis' anti-Semitic purges, there are today Spanish, Belgian, Norwegian, Finnish, Danish and French scholars whose work is at a standstill because of war and Hitler's denial of freedom to study and teach.

The new plans will not mean the displacement of any American scholar, but the creation of special posts for refugees. The Europeans will be given opportunity to improve their English and to attend specially arranged lectures and group discussions on American education, manners, and customs before being placed in teaching positions; and provision for their salaries for an adjustment period will be undertaken.

Dr. Johnson and those associated with him see the situation less as a service to European scholarship than as an unprecedented opportunity to broaden and enrich this country's colleges and universities. If Americans act quickly, they point out, before war and persecution wreck the health and snap the nerves of Europe's best scholars, we stand to gain "an incalculable wealth of genius in research and teaching."

Quaker Volunteers

AS was to be expected, the Quakers have faced the present international crisis with an alternative to militarism which is far from negative. They offer "significant, even dangerous, service" to volunteers in the new organization which the American Friends Service Committee has sponsored for welfare work in the United States, Mexico, and overseas. The National Volunteer Service will enroll young people of all faiths and denominations who wish to express their ideals of Christian patriotism by engaging in constructive and peace-creating service. Qualified young people will have ample opportunity, as the program expands, to make sacrifices on actual field duty in camps set up in connection with such activities as rebuilding devastated villages abroad, helping to build rural schools in Mexico, assisting public and private agencies in the United States to find solutions to such complex social

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and industrial problems as are presented by migratory farm labor, stranded mining towns, impoverished agricultural and mountain areas. The National Volunteer Service is organizing all its projects as experiments in simple and co-operative living, at a cost of $35 per person a month. Those who can afford to pay the full amount are expected to do so; others will pay $25; and those who cannot support themselves must rely upon contributions to the National Volunteer Service from churches, individuals, and interested organizations. Three camps have already opened: Cooperstown, N. Y., where work is being done in reforestation; Scott's Run, W. Va., where co-ops are being studied; Laguna, Mexico, where a summer educational project is being continued. Workers must serve without any recompense except the spiritual rewards of sacrifice and fellowship. Although volunteers may not expect any special consideration under conscription laws because of their service, the NVS is primarily intended for young men and women whose religious convictions and conscience will not permit them to serve in armed war or to aid in the progress of war. The enrolment is for one year. Inquiries and financial contributions should be sent to the N.V.S., American Friends Service Committee, 20 South 12 Street, Philadelphia, Pa.

Hangover Headaches

ALTHOUGH merit systems for the personnel of the social security services have been set up in all the states under requirements of the federal law [see "Merit Systems for the States," by Harry Marsh, *Survey Midmonthly*, May 1940], certain headaches incident to getting them going still hang on. As was anticipated, resistance has been strongest at the county level where officials have found it difficult to change their old ways of filling jobs. In California, various counties have persisted in their demand to set up and operate their own systems, more or less, it seemed, each in its own sweet way. Recently this resistance to the standards required by the Social Security Board has taken the form of a formal protest by the Fresno County Grand Jury and the county board of supervisors against the enforcement of the state system for employes of the county welfare department. The state system is attacked on the ground that it denies taxpayers the supervision of relief administration; that it would develop into a political machine outside the control of local taxpayers; and that it would tend to "saddle relief on the people" as a permanent institution. The protesting groups, which claim the support of other groups in other counties, propose a uniform county system designed to give the counties control of the welfare department personnel.

In Colorado, which has a general state civil service system, the Denver county commissioners have filed a brief with the state supreme court contending that since employes of the county welfare department are not state employes they should not come under the civil service system, but that the state Department of Public Welfare should establish a merit system of its own apart from any other.

Labor and Defense

POINTING out that the defense program will not immediately create thousands of new jobs, public officials and spokesmen for industry have issued pleas to workers not to flock to arsenals, navy yards, steel towns, and other potential centers of defense activity in the hope of being taken on. Thus Lewis G. Hines, Pennsylvania's secretary of labor and industry, admitting that the Frankford Arsenal has some 3,000 jobs open, states that the public employment service has more than 300,000 applicants seeking employment. Similarly the Kansas Employment Service advises those who desire work not to leave the state but to register with the service which, through its clearance system, is able to place men in such openings as are available in other states as well as in Kansas. The automobile plants in Michigan warn workers in other states that local labor pools are more than sufficient for present needs.

The National Defense Advisory Commission urges employers to use the facilities of the public employment offices, since the practice of "enticing" workers by wage inducements not only disorganizes production but is likely to force the unions to increase their wage demands throughout the defense industries.

The widespread effect of rearmament on employment is indicated by a report from the California state director of industrial relations showing that even in its initial stages the program has "resulted in a sharp increase in average hours worked in the state." A year ago California factory workers averaged 35.5 hours per week. In July 1940 the average was 37.6 hours. Average time in the aircraft industry was 43.5 hours, in shipbuilding 41.5. "These averages undoubtedly reflect overtime work."

The first tests of industrial relations in the war industries are the wage dispute in the Boeing Aircraft plant at Seattle, Wash., now being arbitrated, and the union protests against the award of defense contracts to Bethlehem Steel which has refused to recognize the CIO union. Both AF of L and CIO leaders have joined in the protests.

On the Home Front

WITH everything else it has on its hands in these troubled times, the American Red Cross was not too busy to snap into prompt and effective action on the home front when midsummer hurricanes and cloudbursts spread destruction over a dozen southern states, and brought suffering and misery to upwards of 500,000 people. In all directions at once, it seemed for a few crowded days, disaster relief workers, nurses and doctors rushed off to join their skill and experience to the efforts of distraught communities. In Louisiana some 25,000 persons were cared for in refugee camps with twenty-three Red Cross nurses assigned to guarding against epidemics. In a single North Carolina county the Red Cross chapter provided food and shelter for more than half of the 3000 homeless.

By late August the emergency phases of the "operation," as the Red Cross modestly calls it, were under control, but 120 disaster relief workers and some thirty nurses were still in the field engaged in the follow-up work by which the Red Cross helps dislocated families reestablish themselves.

Meanwhile the Red Cross continues its efforts to get help through to distressed people overseas, whenever and wherever it can. To the American Ambassador in China, for example, it cabled $10,000 for the relief of people made homeless by the bombing of Chungking; to the Finnish Red Cross it contributed $20,000 to be used in the maintenance of hospitals for refugees and war wounded. With the Finnish port of Petsamo still open and Finnish freighters available for transport, the Red Cross has shipped nearly $400,000 worth of purchased supplies to that country and heavy knitted garments, clothing, and surgical dressings worth about $116,000, made by women volunteers in the various chapters.

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The Social Front

Social Security

A STATISTICAL picture of its vast operations was drawn up by the Social Security Board, to mark its fifth anniversary on August 14. In this first five years of the Social Security program, three billion dollars were distributed to the nation's aged and unemployed workers, to widows, orphans, and the blind. Under the unemployment compensation system, more than one billion dollars were distributed; of more than 28,000,000 wage earners covered by the program, about 1,500,000 were drawing benefits on June 30. The old age and survivors insurance system paid $38,000,000 to 102,941 persons. Expenditures for public assistance have totaled about $1,900,000,000. For the future, the board's anniversary announcement stated, the most immediate aim is to amend the law to protect the insurance benefits accumulated by men who may be drafted for military service.

Wagner Amendment—Marking the fifth anniversary of the Social Security Act, which he sponsored, Senator Robert F. Wagner, of New York, introduced a bill which would liberalize and expand the act to provide old age and survivors insurance protection to approximately ten million additional wage earners; and to bring five million more under the unemployment compensation titles of the act. The proposal would extend old age insurance to agricultural and domestic workers, employes of state and local governments, non-civil-service employes of the federal government, and employes of non-profit, religious, charitable, and educational institutions, except ordained ministers and members of religious orders. Existing retirement systems would be coordinated with the federal system. Unemployment compensation would be extended to non-civil-service federal employes, to workers in non-profit enterprises, and in enterprises with fewer than eight employes. The proposal does not attempt to extend this form of social insurance to agricultural workers and to domestic workers in private homes because of the difficulty of determining unemployment in those occupations.

Benefits in Training—Several states have ruled that persons eligible for unemployment benefits will receive payments while in national defense training camps. Thus in Georgia, Ben T. Huiet, state commissioner of labor and director of the state bureau of unemployment compensation, held that Georgians in training camp could draw unemployment benefits for which they were eligible. He waived the rule that beneficiaries must report weekly. They are, however, required to report before leaving camp, and on their return, must bring certificates from their commanding officers.

Employment Services — Directors of the employment services from every state met in Washington, D. C., for a three-day conference the last week in July to consider plans for streamlining the operation of local employment offices to meet the increasing demands of private industry and government defense agencies. The state administrators also considered methods for effective unified action of employment offices throughout the country so as to respond rapidly to calls for selection and referral of workers, and for relaying essential labor market information.

Paul V. McNutt, federal security administrator, announced that the public employment offices made 1,500,000 job placements in private industry in the first six months of 1940, representing a gain of 28 percent over the same period last year.

On the Railroads—The U. S. Senate voted last month to liberalize the Railroad Unemployment Insurance Act, decreasing the waiting period before benefit payments, increasing the maximum days of payment from 80 to 100 a year, and liberalizing other provisions of the law. The amendments were sponsored by Senator Robert F. Wagner, who argued that the accumulation of a $130,000,000 reserve demonstrated that present payments were inadequate.

Record and Report—The Committee on Social Security of the Social Science Research Council offers "An Exploratory Memorandum on Partial Unemployment Benefits in State Unemployment Compensation Systems," which summarizes experience to date in ten states, analyzes industrial factors contributing to broken employment, and reviews the administrative problems of partial benefits. Price 60 cents, from the council, 726 Jackson Place, Washington, D. C. . . . "Employment Security Memorandum No. 8," prepared by the Research and Statistics Division of the Social Security Board, affords a detailed comparison of the provisions of state unemployment compensation laws as of March 1, 1940. Price 20 cents, from the superintendent of documents, Washington, D. C. . . . An ingenious cardboard gadget which shows at a glance your old age benefits at age sixty-five and your survivors' benefits under the Social Security Act has been prepared by the Travelers Insurance Company, Hartford, Conn. . . . "Social Security in the United States" is the title of the volume in which the American Association for Social Security brings together the proceedings of its thirteenth annual conference held in New York in March 1940. (174 pp. Price $2, postpaid by Survey Associates.)

Schoolmen & Defense

MANY communities plan to continue the emergency defense training program into the regular school year. Swiftly organized during the summer vacation, using the shops and teaching personnel of the vocational highschools, financed in part by federal funds, these classes are helping to give to hundreds of students and highschool graduates the basic training required for various types of defense jobs. Plans are now taking shape to dovetail these courses with regular school schedules. Thus Franklin J. Keller, director of the New York City project, has announced that defense training will be coordinated with the evening school program, with classes from four to ten p.m. If the demand for such training increases, he and his associates will organize courses on a night shift and on Saturdays.

Education Week—The twentieth annual observance of Education Week will have the general theme of "Education for the Common Defense," announces the National Education Association. During the designated week, November 10-16, the association urges that social agencies join in the effort to bring about closer understanding and cooperation between the schools and the community. Program materials and other information may be secured from the association, 1201 Sixteenth Street N. W., Washington, D. C.

On the Campus — Cornell University has prepared a special report on the facilities it can make available to the National Research Defense Council. . . . The resources of New York University have been pledged to national defense by Chancellor Harry Woodburn Chase, including the Guggenheim School of Aeronautics, the Engineering School, and a new center of industrial arts. . . . A committee of six members representing the four public colleges in New York City and the Board of Higher Education

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has been formed to carry out whatever military education program is held necessary by state and federal authorities. . . . President C. A. Dykstra of the University of Wisconsin has announced the organization of a committee to study the potential contribution of the university in the present emergency, including the possibilities of scientific research. . . . A Harvard University group last month polled members of college and university staffs in all sections of the country, and received more than 200 replies favorable to the policy of "universal training in peace and universal service in war, as embodied in such measures as the Burke-Wadsworth bill." In the same week, the Committee on Militarism on Education released an equally impressive list of educators who had signed a joint declaration against conscription, asserting that such a measure in peace time "smacks of totalitarianism," and that its adoption "would be highly dangerous to the spirit and traditions of American democracy."

Recommendations—Convinced that the welfare of youth must not be overlooked in the defense drive, the Educational Policies Commission of the National Education Association and the American Council on Education have formulated statements giving their views on education in the current situation.

The pamphlet published by the council, 744 Jackson Place, Washington, D. C., emphasizes the need to conserve, as well as to mobilize "educational values, resources, and personnel." Even in an emergency, the council holds "policies and practices in the utilization of educational resources should be adopted only after . . . weighing their probable long range consequences." Three safeguards should be maintained: interference with regular school and college work should be kept to the minimum; states of mind leading to war hysteria should be discouraged, freedom of learning and teaching safeguarded, the language or literature of no country eliminated, so-called 100 percent campaigns kept out of the classroom, personal or social discrimination because of racial or national origins should not be tolerated; finally, "an undue insistence upon regimentation of thought and action . . . and the uncritical use of materials of propaganda should be assiduously avoided."

The Educational Policies Commission, 1201 Sixteenth Street N.W., Washington, D. C., recommends that compulsory military training should be limited to men twenty-one years of age and older, and "opposes any plan for compulsory military training which is not based on actual needs for defense by armed forces." It also opposes "any compulsory training program or any compulsory program of home defense training for youth which does not place control of civic and vocational education . . . in the hands of the regularly established federal, state, and local agencies of education." The statement also emphasizes the need to use all educational resources to develop "understanding of the nature and goals of democracy, deep loyalties and devotion to the building of a better America, and the maintenance of conditions conducive to national unity and adherence to democracy in shaping national policies."

Relief

THE Brookings Institution, Washington, D. C., is conducting a study of relief in the United States, with special attention to the economic, social, and administrative aspects of the problem. For working purposes the investigation activities are divided into two broad parts. The work at the national level, being done by members of the institution staff at its office in Washington, will cover the available material for the country as a whole. Work at the local operating level is being carried on by cooperating groups in selected rural and urban areas in fifteen states. The cooperating groups which previously have done a great deal of research are with a single exception connected with universities. The general purpose of the local studies is to determine how the various programs that make up the relief structure are actually working out. The local projects, when completed this fall, will be used as original working material for the broader analysis at Brookings. The project is financed in part by a grant from the Maurice Falk Foundation of Pittsburgh. It is under the general direction of Lewis Meriam, assisted by Meyer Jacobstein and Melvin W. Sneed.

Quarter Loaf—The special session of the Missouri legislature, called in midsummer when relief funds were at the vanishing point, "compromised" by appropriating $1,500,000 as proposed by Governor Stark. The Missouri Association for Social Welfare urged $3,300,000 as the irreducible minimum required, and the lower house, pressed by the Social Planning Council of St. Louis, added $315,000 to the Stark proposal. The senate however held that $1,500,000 was "all the treasury could stand."

Single-Person Cases—An analysis of the Social Security Board's relief data from nineteen principal American cities, recently made by the St. Louis Bureau for Men, shows that in April of this year one-person cases constituted more than a third of the urban relief load. The average percentage for the nineteen cities was 38.6 with Los Angeles exactly on the average. Eight cities were above that figure; ten below. San Francisco was tops with 64.8 percent of its load consisting of one-person cases; New Orleans was second; Chicago third. Cincinnati was at the bottom of the list with 13.3 percent.

The Bureau for Men, in discussing its findings, points out that the proportion of one-person cases in the relief load is much higher than the incidence of single persons in the general population. The 1930 census showed single persons in the ratio of about one to ten in urban centers. The bureau attributes the disproportion of these persons on relief to inadequate planning and casual treatment of them by the agencies.

The Pennsylvania Department of Public Assistance reports that just under 40 percent of the 180,000 cases on its rolls in May were one-person cases, with concentration much heavier in urban than in rural counties. The average weekly grant to these cases was $3.88. Philadelphia County was at the head with $4.43; Fulton County at the foot with $2.06.

In Chicago—The case load of the Chicago Relief Administration changed little during the summer, probably not more than 2 percent one way or the other. Allowances remain at 80 percent of the "minimum adequate" (social workers call it "skeleton") budget. The operation of the food stamp plan, while highly approved by officials and social workers, has brought its own difficulties. Families now get their entire budget allowance for food in orange stamps, exchangeable for any food; the 50 percent bonus of blue stamps, exchangeable for commodities designated as surplus, assure, it is presumed, that "no one shall starve." However, by this arrangement clients no longer can "borrow" cash from their food allowance to pay for gas, electricity, and rent. Rent already looms as a grave problem. Knowing that trouble is ahead, the relief administration has put a worker into the Renter's Court to "observe" what happens there in the way of complaints and evictions. Single folk who live in furnished rooms are in the worst plight. Their landlords need not resort to eviction; they need only lock the door.

In California—The threat of a cut in relief budgets due to insufficient funds now has receded—it never quite vanishes—from the California scene, and budgets are being maintained at the level that has prevailed since early spring. The semi-monthly allowances range from $9.25 for a single man to $50.15 for a family of twelve or more, with additional allowances for special diets when required. The threat of a cut brought a sharp protest demonstration in Los Angeles, led by the Workers Alliance. This, however, was occasioned less by the threat to general relief than to a change in policy by the State Relief Administra-

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tion on the prickly matter of camp care for single men. [See "Work Camps or Nothing," by Samuel E. Wood, *Survey Midmonthly,* April 1939 and "Work Camps From the Inside," by James Stuart, March 1940.] In the spring of 1939 the SRA modified its camp-care policy from compulsory to voluntary. In May of this year the legislature directed the SRA to provide care for single and unattached men either in kind or in camps. Given a shortage of funds, the demonstrated economy of camp care, and the obvious temper of the legislature, the administration switched its policy back to compulsory care allowing a few exceptions on a case work basis. A brief description of the camps, or resident projects as the SRA calls them, with figures on their cost of operation, is available from the supervisor, Ralph J. Wakefield, 155 West Washington Boulevard, Los Angeles.

Among the States

THE movement toward statewide and state supervised social service exchanges is gaining headway even though the difficulties of statewide operation are admitted and the preservation of "social philosophy" under state operation is questioned in some quarters. Rhode Island is well on the way to a statewide exchange and twenty-eight states are reported as "giving consideration" to the matter. New Jersey, which has seventeen exchanges operating in its borders, has a joint committee at work, including representatives of the State Department of Institutions and Agencies, studying ways to achieve the "desirable objective" of "complete and efficient" exchange service. Michigan, too, has a committee on the job. In its last annual report the Public Welfare Council of Connecticut included in its recommendations for legislative action an appropriation "sufficient to set up a central social service index in cooperation with all the public and private welfare agencies in the state."

Max and Min—As a result of 1940 legislation, four states now can raise old age assistance grants from the maximum hitherto set by law. Illinois has raised the "max" from $30 to $40; Kentucky and Mississippi from $15 to $30. Virginia struck out the provision in its law that deducted any and all outside income from the $20 maximum grant. Twenty-six states still hold to the $30 "max" with a few of them allowing exceptions in the cases of couples and veterans. Six states and the District of Columbia set no statutory limit on the amount of assistance, but this does not mean that the "min" does not prevail. Among the six is Arkansas, with the lowest actual average grant in the country.

Few of the states have raised OAA grants since the security system was instituted five years ago, but about half of them have liberalized residence requirements and citizenship specifications, or permitted larger income and property exemptions. A majority of the states provide, in varying amounts, for medical and hospital care in addition to the cash allowances.

From Illinois and elsewhere come reports indicating that the legislative action raising the maximum grant was generally understood by the clients as meaning that their allowances would automatically be raised. Visitors have been put to it to explain that need is still the determinant with available funds having the last word.

New Deal—Action by the Louisiana legislature to reorganize the state government has created a new Department of Public Welfare and a Department of Institutions. Both are headed by administrative directors and by nine-member boards appointed by the governor who also may prescribe "general administrative rules." Staffs are subject to civil service laws.

Responsibilities of the welfare department include: supervision of local institutions with case investigations for admission, case work supervision of patients and inmates while "in residence" and when paroled or otherwise discharged; supervision of adult and juvenile offenders on probation; care of dependent, neglected, and delinquent children; administration of all general and categorical relief. The Department of Institutions exercises all functions relating to the management and operation of state institutions other than institutions of learning.

Few Changes—Only two other legislatures have made important changes this year in their administrative organization for welfare. Mississippi changed from county welfare boards to welfare departments with a clear separation of administrative and advisory powers between executive officers and boards. Rhode Island transferred its bureau for the blind from the Department of Education to the Department of Social Welfare and set up an advisory council to promote the interests of the blind.

In Print—While technically an annual report for 1939, "Administrative Yardsticks in Old Age Assistance," by John C. Weigel, is in effect a study of the development of policies and procedures over some four years by the division of old age assistance of the Illinois Department of Public Welfare. (From the department, Springfield, Ill.)

Many people, not a few of them Minnesota folk, still are a little fuzzy on how the public welfare agencies in that state were lined up when the system was reorganized last year. In five brief pages, with words of one syllable and an organization chart, Walter W. Finke, director of the division of social welfare, describes the organization and basic concepts of his division, so that he who runs may read and understand. (From the division, St. Paul, Minn.)

Concerning Children

EVIDENCE is accumulating all over the country of the growing vigor of follow-up activities on the recommendations of the White House Conference on Children in a Democracy. [See *Survey Midmonthly,* February 1940.] The National Congress of Parents and Teachers recently launched a three-year program of action to be carried out by its 28,000 local parent-teacher associations. The program proposes to encourage local associations "to promote activities basic to the well-being of American children and youth." In Indiana, the Lake County Department of Public Welfare has put special emphasis on the needs of children in its recently issued annual report, generously illustrated.

The U. S. Children's Bureau has published a supplement to the July 1940 issue of *The Child* summarizing the conference's recommendations and outlining the organization and purposes of the two follow-up committees, the National Citizens Committee and the Federal Inter-Agency Committee. [See *Survey Midmonthly,* August 1940, page 243.]

New Program—Plans for aid to dependent children in South Dakota, one of the few states still without a federally approved program, are expected to materialize this fall. Late in July Governor Bushfield announced that "savings of his administration" made available $350,000 from the general fund with which payments could start. The present mothers' pensions will automatically cease when the new program begins.

For Mothers—Service programs for mothers are becoming a vital part of the ADC programs in Minnesota. There some half dozen counties issue bulletins directed to mothers. In them practical subjects such as budgeting, marketing, home management, are discussed. At last spring's State Conference of Social Work, thirty-five ADC workers met to consider ways of extending services needed by ADC recipients beyond the mere granting of aid.

Independent—Social investigators of New York City's Board of Child Welfare, administrative agency for aid to dependent children, must now visit each of their families twice a month instead

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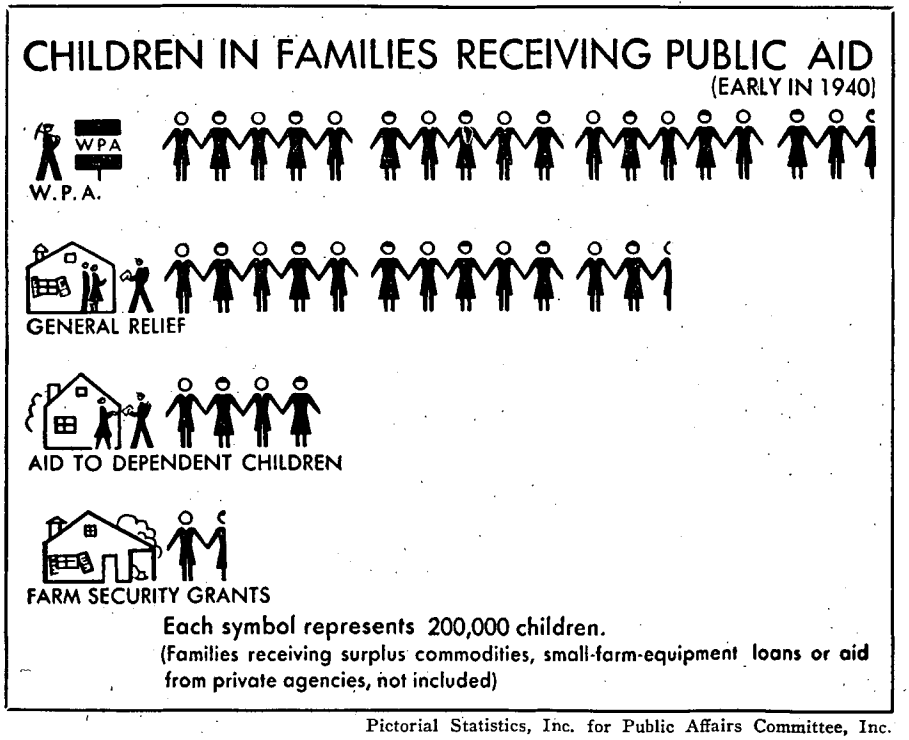
of four times a year as previously. The new requirement is part of the board's reorganization, begun a year ago and only recently completed. The plan also provides for more adequate supervision of investigations. On the whole it brings the board's administration to a level nearer that of the Department of Welfare, the city agency in which all other forms of welfare activities are coordinated. The board, however, remains entirely separate from the department.

Cooperation—"The Juvenile Delinquent, Whose Responsibility?" is the title of the 1938-40 service report recently issued by the Inter-Agency Council for Youth, Philadelphia. More than a mere statement of activities, the report traces the development of the organization set up seven years ago as a liaison between the Juvenile Court and group work agencies in Philadelphia and out of which has evolved a combined case work-group work approach to the treatment and prevention of juvenile delinquency. Brief descriptions of eleven studies of delinquent groups undertaken within the last two years indicate the caution taken by the council in mapping out its direction. Among the steps taken as a result of the studies was enlargement of the program to include the acceptance for case work service of pre-delinquents referred by group work agencies. Through its experiences the council has become increasingly aware of "the need for treating the delinquent as an individual and . . . the futility of trying to help an individual by taking him completely out of his normal social setting."

On a Hickory Limb—How the New Jersey Juvenile Delinquency Commission is to function during the 1940-41 fiscal year is a problem. Though its existence was established for another year by recent action of the state legislature, the lawmakers adjourned without making an appropriation for the commission's work. In its report "Justice to the Child in New Jersey," issued last winter, the commission urged the establishment of a permanent body to coordinate child welfare services and to stimulate delinquency prevention programs within the state. [See *Survey Midmonthly*, March 1940, page 105.]

Black Marks—"Our staff reports every so often discovery of cases of death without any medical attention and cases of serious illnesses neglected over such a period of time that inevitable future disability must result." This statement from the eleventh annual report of the Children's Fund of Michigan is part of a long indignant paragraph indicting the state legislature for its "failure to appropriate adequate funds for the treatment of indigent, afflicted, and crippled children." The report goes on to charge to legislative "economy" the fact that feebleminded children "have languished for several years among the adult insane in detention wards." It also blames a financially reticent legislature for the neglect of adolescent youth and the "unscientific" treatment of delinquents, both of which are holding back social progress within the state.


CHILDREN IN FAMILIES RECEIVING PUBLIC AID
(EARLY IN 1940)
WPA
W.P.A.
GENERAL RELIEF
AID TO DEPENDENT CHILDREN
FARM SECURITY GRANTS
Each symbol represents 200,000 children.
(Families receiving surplus commodities, small-farm-equipment loans or aid from private agencies, not included)

Pictorial Statistics, Inc. for Public Affairs Committee, Inc.

Latest of the popular and authoritative pamphlets of the Public Affairs Committee is "America's Children," by Maxwell S. Stewart. Price 10 cents from the committee, 50 Rockefeller Plaza, New York. It is based on the research and report of the White House Conference on Children in a Democracy and underscores, as the conference did, the hazard to children that stems from economic insecurity of family life. More than seven million American children are growing up in families dependent for existence on some form of public assistance. In spite of the advances made under the social security program, children protected by its relatively stable form of aid are, as shown in the graph, little more than a handful when compared with the vast army whose lives are conditioned by the rigors of local relief or by the unpredictable WPA.

WPA

EARMARKING of WPA funds for defense projects goes on steadily. But for all that, and for all the foreseen increase in private employment in the defense program, Washington officials make no bones about prophesying that the 1940-41 appropriation of $975,000,000 will be spent in eight months. A tentative schedule increases the enrollment from 1,700,000 in September to 1,800,000 in October; 2,000,000 in November; 2,200,000 in December; 2,300,000, the peak, in January. It is believed that WPA rolls will not be affected greatly by the defense spending program for many months to come. At present, defense orders are in industries requiring highly skilled labor. Moreover the list of persons awaiting WPA assignment now adds up to some 1,500,000 persons. It is anticipated that the major effect of the defense program on WPA, for a year at least, will be a shift from projects for general public improvements to projects related in some way to the business of defense.

"Proceed at Once"—The midsummer lull in WPA offices everywhere was broken by instructions from Washington to all state administrators to "proceed at once" to comb the records of persons on or awaiting assignment to determine their skills, actual or potential, for employment in defense industries. Data from voluntary statements and performance records will be assembled into a uniform Defense Industries Employment Register which will show the present skills, experience, educational status, and physical condition of more than 2,500,000 persons on the rolls or the waiting lists. Persons with proficiency of sorts but little training in types of skill required by the defense program will be directed to the special vocational courses offered cooperatively by WPA, the Office of Education, and the Defense Advisory Commission. However, enrollment in these courses is not compulsory. The employment register is limited to the 130 occupations thus far listed by the commission as "important to the defense

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program," but the list will be supplemented as demands in the labor supply fluctuate.

2/1000 of 1 Percent — With returns practically complete on its Congress ordered "purge," WPA reports that 429 of the 1,665,000 persons on its rolls the last week in June have been dismissed for failure to execute affidavits that they were not communists, members of a Nazi Bund, or affiliated with an organization advocating overthrow of the government. Louisiana and New York each reported forty-nine dismissals, forty-six of the latter in New York City; Pennsylvania reported thirty-nine; Oklahoma, forty-three; California, thirty-three; North Dakota, thirty; Michigan, seventeen; all other states, fifteen or fewer. However, investigation of "doubtful" affidavits has led to further dismissals, more than 100 in New York City.

Biggest—The 1920 Census Index, biggest white collar project of the New York City WPA, which has been under way since March 1938, has been completed. As a measure of its size, WPA says that the job required 2,000 fountain pens, fifty-miles of mending tape, 851 ten-foot tables, 2,000 chairs, fifty million filing cards, and 2,000 steel cabinets. The index was compiled to facilitate the handling of requests made to the Bureau of the Census for proof of age, place of birth, citizenship and so on which, since the advent of the social security services, have increased greatly in volume. The index reduces the cost of search for each inquiry from $3 to less than 50 cents.

The Aged

NEARLY 2,000,000 old persons throughout the United States, or one fourth the population over sixty-five, are now receiving monthly old age assistance payments, according to the American Public Welfare Association. Grants average about $20, but vary greatly in the different states. The states also differ widely in their definition of "need," a definition which a life insurance company recently characterized as "the biggest bugaboo in pension operation."

New Ruling—From Iowa comes word that a recent ruling of the State Board of Public Welfare has set up a procedure much more liberal than that formerly prevailing for OAA recipients who wish to travel outside the state. [See *Survey Midmonthly* June 1940, page 204.] The new ruling requires that a recipient leaving the state for ninety days or less do no more than "notify the county director of his change of address." When "for reasons of health, economic necessity, or the infirmities of age" absence for more than ninety days is "necessary," the recipient will be granted "a leave for an indefinite period subject to the continued necessity of the out-of-state residence and the continued eligibility of the recipient."

How They Live—Ninety percent of the persons on old age assistance in Indiana are physically able to care for themselves, according to a recent study made by the State Welfare Department. Though approximately 20 percent of the old folks are under medical care, only 2 percent are bedridden. One fifth of the state's OAA recipients live alone. . . . A study of the living arrangements of OAA recipients in Boston showed that three fifths live with husband, wife, or relatives; one fifth live in household groups of non-relatives, in lodging houses, or alone. . . . Seven counties in South Dakota have closed their poor farms since the inauguration of the old age assistance program in 1936.

Recreation—Pleasure bound, 250 elderly men and women steamed up the Hudson from New York on a one day cruise last month. All were old age assistance recipients being given a summer holiday by the mayor. The old folks were entertained by the Park Department band and were served a bountiful picnic luncheon with no limit on "seconds."

Study—A three-year informational survey of the needs of the aged in New York City recently was begun by the New York City Welfare Council under the direction of Helen Brunot, formerly of the old age assistance division of the Social Security Board. The study will consider the preferences of the aged as well as present facilities for their care. It will be concerned not only with the dependent group but also with the needs of old persons who are just able to furnish themselves with the bare necessities of life. A recent report of the Scripps Foundation for Economic Research revealed that persons over sixty, who now make up 8 percent of New York's population, would by 1980 make up 20 percent.

He Paid—The Joanna B. Conant case which threatened at one time to disrupt the old age assistance program in the state of Washington [see *Survey Midmonthly*, February 1939, page 48] finally has been settled by the payment of $570 to Mrs. Conant by Charles F. Ernst, state director of social security. In 1937 Mrs. Conant, whose daughter was able and willing to support her, claimed old age assistance as a "right." The lower courts sustained her under the law as worded and ordered Mr. Ernst to pay. He appealed the ruling, finally on the ground that in 1939 the legislature changed the law and invalidated the claim. But the State Supreme Court held otherwise and ordered that he pay or be cited for contempt. He paid.

Happy Days—"Gone with the Wind" and beer are chiefly responsible for an increase in public assistance payments in Texas this month. The movie yielded $45,000 by way of an amusement tax. Though September payments will be increased by $3 or $4, grants will still be $2 or $3 under their amounts a year ago before blanket cuts were made. [See *Survey Midmonthly*, November 1939, page 345.]

In Print—The Social Security Board has published "Old Age in Sweden," the report of a study made in 1937 by Helen Fisher Hohman. Price 35 cents from the superintendent of documents, Washington, D. C. The report examines the Swedish program of security for the aged, inaugurated in 1913, and points out the implications of the Swedish experience for the American system.

Preliminary findings of the survey of old peoples' homes in the United States, made by the U. S. Bureau of Labor Statistics, were published in the May issue of the *Monthly Labor Review*. Price 30 cents from the superintendent of documents, Washington, D. C. The final report, including a directory of homes, with capacity and entrance requirements, will be published later.

Here and There—The old age assistance division of the New York City Department of Welfare is now conducting eight current events discussion classes as a part of its program of leisure time activities for OAA recipients. The classes meet weekly with leaders supplied by WPA in rooms made available by cooperating agencies. The program, says the department, is "successful and satisfying."

At this writing it seems possible that "the old folks' lottery" will muster enough California petitioners to give it a place on state ballots at the November election. The scheme lacks the high powered promotion of last year's "Ham an' Eggs," but is said to be "rolling up interest." Under the plan the state would conduct two sweepstakes a year with operating expenses limited to $250,000 a year and no private profit. The promoters claim that $120,000,000 a year thus could be raised from which $50 a month would be paid to needy persons of sixty or more.

Efforts persist to camouflage county homes for the aged in such a way as to get OAA allowances for their residents. Fletcher Kettle, superintendent of the division of old age assistance in the Illinois Department of Public Welfare, said that five counties recently had proposed to lease their institutions to

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private operators and to rename them, thus, they thought, avoiding the terms of the law.

Although Pennsylvania's old age assistance rolls keep climbing to new highs—98,655 cases in July, an increase of about 25 percent since the first of the year—the State Department of Public Assistance is careful to point out that the increase does not represent any material increase in the total load of dependency "since most of the persons added would otherwise have been dependent upon general assistance." Moreover, it says, the state's financial burden "is actually reduced" by transferring these people to the federally aided category.

Education

A MANIFESTO, defining democracy in terms of a sixty-point "creed of common belief," has been drawn up by the faculty of Teachers College, Columbia University. Drafted to "aid in promoting a widespread reconsideration of democracy and a consequent clarification of its meaning," the college faculty hopes that the manifesto will serve as a spearhead in a nationwide drive of educators "to help the people of America gain a more adequate understanding of the ideals and of the conditions of the democratic way of life, and to help them gain a more thorough grasp of the implications, possibilities, and dangers in the economic, social, political, and moral forces now operating in the national and world situation." Single copies free from the Bureau of Publications, 525 West 120 Street, New York City. In quantity, $1.80 per 100.

Inequality—A current report on education in Arkansas, summarized in *School and Society,* underscores the educational inequality of children in that state as compared with the national average. The causes for the unsatisfactory school standards in Arkansas are stated to be poverty, and "the independence of the 3,009 school districts." Each district determines the qualifications of its teachers; there are no county superintendents and little supervision. Of 7,404 white elementary teachers, 5,242 have had only two years of college education or less; another 1,400 have not completed highschool. Of the 3,834 elementary schools in Arkansas, 229 are classified as "Class A" schools. Of the 630,000 school children in the state, 62,000 attend "Class A" schools. Educational facilities vary widely within the state, with resources ranging from $23 per school-age child in one district to $9,474 in another. The state spends $13.33 a year for the education of each Negro child enrolled, $32.33 for each white child. Of the children of school age in the state, 74 percent are enrolled, but only 57 percent attend school. Out of seven Negro children entering school, only one completes the eighth grade; "most of the remaining six drop out in the first year." The average yearly salary of white elementary teachers is $514; of Negro teachers, $320. "The turnover in teachers is large, the average term of service lasting two years and two months."

Library Report—To supplement and illuminate statistics of receipts and expenditures, the St. Louis Public Library issues an unusual annual report which gives a vivid picture of what library patrons read, and what library service means to them. The account of "A Typical Day in the St. Louis Public Library" is based on replies received to an inquiry addressed to 1,378 borrowers of 2,161 non-fiction books on February 20, 1940. The report analyzes the types of books selected and the reasons those books were chosen, with quotations from scores of letters. The report underscores two main strands in the interest of adult readers: the desire for vocational information and improvement; the importance of hobbies, including photography, flower gardening, dogs, rabbits, birds, fish, interior decoration, amateur dramatics, boating, boxing, and needlework.

NYA—About 500,000 young people will be enabled to continue their education through part time work provided under NYA allocations of federal funds during the 1940-41 school and college year. Of the allocations, $12,500,000 will be used to provide employment for needy highschool students, $13,700,000 for college and graduate students. In addition, the NYA has set aside $100,000 as a special fund to aid Negro college and graduate students who live in states where there are no graduate institutions for Negroes. More than 27,000 secondary schools, and nearly 1,700 colleges and universities are participating in the NYA program for the current school year.

The NYA is establishing state committees of educators to expand and revise its student work projects in line with the expressed desire of school and college authorities to make educational activities contribute to the needs of national defense. NYA plans to this end were formulated at two joint conferences in mid-August, one held in Denver, Colo., and one in Washington, D. C.

School Products—Seeking to provide Negro educators with "a picture of the occupational status of the products of their schools," and to demonstrate the importance of "revising their programs in terms of the needs" of Negro youth, the U. S. Office of Education has published a supplementary report to the "National Survey of Vocational Education and Guidance of Negroes." The author, Ambrose Caliver, reports that the "grade-level completed" and the student's chance to enter a chosen occupation and to remain in it are closely related. He also reports that a large proportion of those covered in the study left school before completing the elementary grades or highschool because of "failure in school work," "lack of relation between school work and chosen occupation," "lack of interest." Of those who had started or completed highschool, 64.8 percent had had no vocational training. An additional 11 percent stated that their vocational training had not helped them obtain employment. The report recommends that "schools should broaden the exploratory opportunities for students and improve their guidance programs so as to give a wider base for intelligent selection of occupations."

Record and Report—Proceedings of the second national conference held by the Institute for Consumer Education at Stephens College, Columbia, Mo., are available in a 240-page paper bound book which includes the complete text of all speeches made at the conference, and summaries of each of the twenty-three round tables. Price $1 from the institute . . . . A brief factual survey of America's major race problem is offered in "Understanding Our Neighbors," a handbook prepared by R. B. Eleazer for the Commission on Interracial Cooperation, 710 Standard Building, Atlanta, Ga. Price 10 cents . . . "The Intelligent Job Seeker's Guide Book" by Ralph P. Gallagher is based on the author's experience as supervisor of guidance in secondary schools in Elizabeth, N. J., and is intended for young people, and for their advisers. From the author, 614 Magie Avenue, Elizabeth, N. J.

The Public's Health

LAST month the New York State Insurance Department granted a permit to the Group Health Cooperative of New York, offspring of the Group Health Association of New York, a medical service plan organized on the principles of the Rochdale cooperatives. The Group Health Association has been operating on an experimental basis for two years, but recently dissolved to make way for the new organization which complies with new state laws and has the approval of the local medical society. The new plan is open to all persons under sixty years of age whose income does not exceed $2,000 a year for a single person without dependents, or $3,000 a year for a married couple or a person with one dependent. An added $300 is allowed for each additional dependent. Premiums are $4.50 a quarter for each person enrolled in a group. For subscribers enrolled individually the rate is $6 a quarter, $4.50 for each dependent. Benefits

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include care by a general physician, at home, at his office, or in a hospital; surgical and other specialist services; X-ray and laboratory procedures. Small surcharges are made for diagnostic X-rays and for maternity service. The plan's panel of physicians is open to any local doctor of good professional standing. General practitioners will be paid a flat monthly fee for each adult subscriber on their list, but specialists will be paid on a fee for service basis. A pediatrician giving general medical care to children will receive a small fee for service in addition to the "capitation" fee.

At this writing the Group Health Cooperative is attempting to raise a $15,000 capital fund as an administrative safeguard before offering the plan to the general public.

Heart House—A convalescent home for children suffering from rheumatic heart disease recently opened in Pittsburgh under the sponsorship of the Association for the Care of Cardiac Children. The home occupies the Kingsley Association's former Lillian Rest. Remodeled and renamed Heart House it has capacity for fifty children though the present budget provides only for the care of twenty-five. Children are expected to stay at the home not less than three months nor more than three years. The program for each child is planned individually in accordance with his physical condition. Beginning this month those who are well enough will receive instruction from teachers of the public school system so that loss of school progress will be kept to a minimum.

A Healthy Life—CCC boys gain an average of eight pounds during their six months in the corps, according to a recent report based on statistical data compiled and tabulated by the office of the surgeon general of the U. S. army. The statistics show that 70 percent of the boys admitted to the camps have been substandard in weight. Those who were farthest below standard have made the greatest improvement, the most spectacular gains coming in the first two months of service. Statistics also show that typhoid, tuberculosis, and pneumonia rates within the CCC have been exceptionally low.

St. Louis Youth—Though youth is the healthiest period of life, sickness visits young people frequently enough to warrant serious social attention, judging by statistics contained in "The Health of St. Louis Youth," by Noma Fuller, Survey Report II of the St. Louis Youth Commission, 1722 Olive Street, St. Louis. According to the report, 3,700 St. Louis youth are ill on an average winter day; 2,200 are disabled by accidents each year; 1,450 have orthopedic impairments; 12,288 are chronically ill; 660 are invalids. Tuberculosis causes 35 percent of all deaths in the youth group; accidents 14.5 percent. Every kind of ill health, including accidents, shows a correlation with the youth's economic condition, the rates of illness being far higher for the young people of families on relief than for families with incomes between $3,000 and $5,000. The mortality rate for young Negroes in St. Louis is nearly four times their proportion in the population.

Demonstrated—Vital statistics in Rutherford County, Tenn., have reflected steady health improvement since 1924, the year the Commonwealth Fund and the State Department of Health set up an organized county health program for demonstration purposes. A report on the program's first fifteen years of operation, recently issued by the fund under the title, "Influence of a Public Health Program on a Rural Community" (price 25 cents from the fund, 41 East 57 Street, New York), shows an appreciable decrease in the deathrate from all causes as well as in the rates from specific diseases: typhoid fever, whooping cough, influenza and pneumonia, tuberculosis, infant diarrhea, puerperal complications. Maternal deaths have dropped from 6.2 per 1000 births to 4.2. The infant mortality rate also has markedly decreased. The general and specific deathrates in Rutherford County for the past five years are considerably lower than in the three adjoining counties which have no organized health programs. They are also lower than those of the state as a whole.

Blackstone

SARA E. SHAW, R. N.

After forty-four years of professional work, most of it in the area where social service and nursing meet, Sara E. Shaw, R. N. has retired from the social service staff of Bellevue Hospital, New York, with which she has been identified since 1908. In 1910 she was transferred to the tuberculosis service of which she became, in 1919, the chief nurse. Miss Shaw was head of the American Red Cross nursing service in Italy during the World War and was decorated by the Italian government.

Reorganization—Freedman's and St. Elizabeth's Hospitals in Washington this summer came under the jurisdiction of the U. S. Public Health Service, Federal Security Agency, after sixty-six and eighty-five years respectively in the Department of the Interior. Freedman's Hospital, which grew out of the Freedmen's Bureau established in the War Department during the Civil War, accepts both indigent and pay patients and provides clinical material for the medical students of Howard University. St. Elizabeth's Hospital, recognized by the medical profession as one of the outstanding institutions for the insane in the United States, admits patients who have developed mental or nervous disability while in the service of the army, navy, marine corps, or coast guard, and civilians who are residents of the District of Columbia.

Epidemic—More than 100,000 cases of influenza were reported in Puerto Rico during July. Pneumonia resulting in death developed in 144 of the first 52,000 cases.

On the Job—Health Service, Inc., of Boston has completed a medical plan for the care of 500 British refugee children for whose placement the *Boston Transcript* is cooperating with accredited committees. While Health Service, Inc., is at present confining its activities to metropolitan Boston, it is organized on a statewide basis and will make statewide arrangements for the care of the British children. Under the Boston plan, any physician who is a graduate of an approved medical school, is on the staff of an approved hospital, and is willing to cooperate in the plan, may become an associate physician eligible to serve members of Health Service. Specialists must be certified by an appropriate national board or have equivalent training. Health Service has urged the Massachusetts State Medical Society to form an official committee to supervise standards of all plans as they are formed in the state.

Hospital Pay—The long controversy between the city of New York and the voluntary hospitals over rates of reimbursement for the care of the indigent sick is discussed in detail in "Use of Tax Funds to Pay for Care of the Indigent Sick in the Voluntary Hospitals of New York City," the report of a special committee of the Hospital Council of Greater New York, 370 Lexington Avenue.

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Though the report shows that together the city and the patients themselves pay only about half the cost to the voluntary hospital for the city patient's care, the committee, in its letter of transmittal, urged that "objective consideration" take the place of "advocacy" in attempts to resolve the problem. Last winter the voluntary hospitals' request for an increase in the rate of reimbursement from $3 a day to $4.25 was turned down by the board of estimate which passes on all city financing.

Professional

THE 1940 civil service census, just published by the Civil Service Assembly, shows that in the past three years municipal civil service systems have increased by 30 percent. Four new state systems have been inaugurated during the same period and one dropped. In addition all states now have some kind of merit system covering social security services. Two of the various statistical tables in the pamphlet show the number and salary of all public employes in all levels of government. Price 50 cents from the assembly, 1313 East 60 Street, Chicago.

For Students—The Graduate School of Social Work, State University of Washington, has named a new first-year, full time scholarship in honor of Arlien Johnson, its former director, now at the University of Southern California. The school's publication, *The Chronicle,* has blossomed from an informal little news sheet into a quarterly magazine.

This year's award by the National Urban League of four fellowships for advanced study in the field of social work brings to a total of ninety-two the fellowships which the league, since 1910, has awarded to colored students. This year's fellows were selected from 112 candidates. Joseph A. Allen, Jr. of Cleveland and Roger F. Gordon of Philadelphia will study at the New York School of Social Work; Edith A. Lockley of Philadelphia at the School of Social Service Administration, University of Chicago; Gertrude A. Tanneyhill of Norwood, Mass., at the School of Applied Sciences, University of Pittsburgh.

Expansion—To meet the need of the city's 500 social workers for opportunities for continuing study, Rochester University (N. Y.) has expanded its sociology department to include graduate courses in the principles of public welfare, psychiatry for social information, and legal aspects of social work. Registration for the advanced courses is limited to twenty-five college graduates who meet the admission requirements of preliminary academic training, social work experience, and plans for obtaining a graduate degree at a recognized school of social work. Two of the courses, however, are open to students who do not meet all these requirements. Both groups of courses will be administered through the Division of University Extension.

Added to the teaching staff of the extension division, as a result of the enlarged program, are: Alden E. Bevier, State Department of Social Welfare; Emery A. Brownell, Rochester Legal Aid Society; Dr. Richard Jaenike, assistant professor of medicine and acting head of the psychiatry department, University School of Medicine; Catherine M. Manning, Rochester Department of Public Welfare; Dr. Chester L. Reynolds, Rochester Guidance Center and associate in psychiatry, University School of Medicine; Blythe Francis, Family Society of Rochester, Inc.; and Mary Gleason, Rochester Youth Service Bureau.

New Vocabulary—Social workers drawn into the high pressure emergency job of the U. S. Committee for the Care of European Children have evolved, or perhaps had thrust upon them, a whole new glossary of terms. For example, one does not speak of "refugee chidren" but of "young visitors." Workers who visit homes offered to children are "from the reception unit"; and they do not "investigate" homes, they "review" them. Intake workers are "interviewers"; attendants who accompany the children on their voyage from England are "escorts." If children come in under the responsibility of an individual "sponsor" they enter on a "consular affidavit" and are "specified" or "known"; if under committee responsibility they enter on a "corporate affidavit" and are "unspecified" or "unknown." When a child goes directly from the ship to a private home, the process is called "dock reception." "Unspecified" children go not to "temporary shelters," but to "preparatory homes."

Good News—The Atlanta University School of Social Work, Forrester B. Washington, director, has received a grant of $25,000 from the General Education Board to further its development over a four-year period.

Meetings Ahead—The annual conference of the National Federation of Settlements will be held September 24-28 at Lutherland, Pocono Pines, Pa., described as "the perfect setting for a working conference." The program includes general sessions, institutes, discussion groups, round tables and consultation services, with many additional features such as singing and folk dancing. Topics for the general sessions are: The Impact of World Events on Our Way of Life in America; Blueprinting and Building Effective Programs with Young People; New Resources in Education, with demonstrations of method and material. For full details of the conference address the secretary, Lillie M. Peck, 147 Avenue B., New York.

The 1940 New York State Conference on Social Work will be held in New York City at the Hotel Pennsylvania, October 8-11, preceded by the usual two-day conference institutes. The president this year is Rev. Bryan J. McEntegart of the Catholic Charities of the Archdiocese of New York. The central theme will be "The Child," but all main divisions of social and welfare work will be represented in the program. Comprising the institutes are twenty-eight courses each consisting of four sessions. For full information address the executive secretary, Mary B. Holsinger, Box 1740, Albany, N. Y.

The 1940 meeting of the National Conference of Catholic Charities will be held in Chicago, November 17-20. Msgr. John R. Mulray of Denver is the president.

The twelfth biennial congress of the Cooperative League of the U.S.A. will be held in Chicago, October 16-18. For details address the league, 167 West 12 Street, New York.

People and Things

FOLLOWING the history of "emergency" organizations, the National Defense Advisory Commission is reaching out hither and yon to "borrow" personnel for the "duration." Floyd W. Reeves of the American Youth Commission is now executive assistant to Sidney Hillman, member of the NDAC in charge of labor supply. As administrative assistant to Mr. Reeves is Robert C. Weaver of the U. S. Housing Authority, charged with integrating Negroes into the training and industrial phases of the program. Another assistant to Mr. Hillman is Dr. Will H. Alexander, lately with the Farm Security Administration, whose services have been loaned by the Rosenwald Fund of which he is vice-president.

On another side of the defense program Harriet Elliott, in charge of the commission's division of consumer protection, has appointed Gay Shepperson of Atlanta as an assistant in the coordination of health and welfare activities. Miss Shepperson, formerly Georgia State WPA administrator, recently has been on special assignments for the American Public Welfare Association.

Another borrower of personnel is the U. S. Committee for the Care of European Children, in New York, whose plans have been and are subject to constant uncertainty and its staff to constant change. People are in and out of the work according to its demands and the most pressing necessities of the lending agencies. Among the helping professional

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hands lent to the committee in one capacity or another, for longer or shorter periods, are: by the Philadelphia Community Fund, Eric H. Biddle, the committee's executive director; by various Philadelphia agencies, Alvin Guyler, Mary Denman, George Nichol, and Louise Munn; by the U. S. Children's Bureau, Elsa Castendyck, Martha Wood, Dr. Florence Brown, Ruth Colby, Ethel Barger, Cecilia Carey Heichemer, Bess Williams, H. R. Hosea, and Ruth Bloodgood; by the New York City Welfare Council, Edith Shatto King, Leonard Mayo, and Sarah Marshall; by the Child Welfare League of America, Sybil Foster; by the Greater New York Fund, Arch Mandel; by the International Migration Service, George Warren, Ruth Larned, Patrick Murphy Malin, Adair Black, Helen Fisher, and Eleanor Pruden Burns; by the New York School of Social Work, Mary E. Hurlbutt; by the German-Jewish Children's Committee, Lotte Marcuse.

New Officers—The ballot-by-mail of the American Association of Social Workers, held in midsummer, resulted in the election of Wayne McMillen of Chicago as president. Ewan Clague of Washington was the other candidate. Vice-presidents elected were Pierce Atwater of Chicago, Frank J. Bruno of St. Louis, and Kenneth L. M. Pray of Philadelphia. This was the association's first election under its new plan of selection by districts of members of the national board and nominating committee. The effect is to bring practically a new board into the direction of policies.

Transferred—The federal probation system, since 1930 under the supervision of the Bureau of Prisons, has been transferred to the Administrative Office of the U. S. Courts of which Henry P. Chandler is director. No changes in policy or personnel are contemplated. Richard A. Chappell, supervisor of probation in the Bureau of Prisons, becomes chief of probation in the Administrative Office. The function of parole remains in the Bureau of Prisons. Federal probation officers will continue to supervise paroled prisoners, in that part of their work under the direction of the bureau.

New Jobs for Old—The New York Travelers Aid Society is rejoicing over the staff acquisition of Pearl Salsberry who, since her "stretch" with the Honolulu Public Welfare Department and a year of South Sea travel, has been doing special work with the Chicago Relief Administration and the Brookings Institution. In New York she will supervise the TAS staff at railroad and bus terminals. . . . Perry R. Taylor, until recently administrator of the Group Health Association, Washington, D. C., has taken up his new duties with the Bureau of Cooperative Medicine, New York, where he is the staff representative of the Joint Committee of the Good Will and Twentieth Century Funds. . . . The Rev. A. J. Muste, long identified with the Christian pacifist movement in the United States, has resigned as director of the Presbyterian Labor Temple, New York, to become co-secretary, with John Nevin Sayre, of the Fellowship of Reconciliation. . . . In St. Louis, G. M. Gwinner, secretary of the Bureau for Men, has been appointed secretary of the department of research of the Social Planning Council which covers both city and county. Isaac Gurman, formerly assistant, becomes head of the bureau.

Growing Memorial—Agassiz Village at West Poland, Me., the summer establishment of the Burroughs Newsboys Foundation of Boston, celebrated its fifth anniversary last month with the dedication of a large new log cabin dining hall and kitchens, the gift of Mr. and Mrs. Maximilian Agassiz. The village was established in memory of Mr. Agassiz' father, the late Alexander Agassiz. The new hall's tower houses a set of chimes, the gift of Ernest B. Dane.

Public Service—New chief of the Federal Security Agency's Employment Service Division in the Bureau of Employment Security is Martin F. Carpenter, recently director of the Indiana State Employment Service. He succeeds Byron Mitchell who has returned to the post of director of the Texas State Employment Service from which he was on leave. As head of the division, Mr. Carpenter will be administratively responsible for the activities of the employment service in recruiting labor required for the national defense program and for coordination of the employment service with the training programs now being developed in connection with national defense.

Recalled to active duty with the War Department, Major Barley M. Harloe has left the post of assistant commissioner and chief engineer of WPA. Succeeding him is Major Edmond H. Leavey, for four years deputy administrator of WPA in New York City . . . G. Lyle Belsley, director of the Civil Service Assembly's headquarters office in Chicago, has been given an indefinite leave of absence to serve as assistant to William H. McReynolds, liaison officer for personnel management in the Executive Office of the President of the United States . . . Braswell Deen has resigned as director of the Georgia Welfare Department in order to run for Congress. Succeeding him is the Rev. Joseph M. Branch, Baptist minister, chaplain of the Georgia House of Representatives. . . . S. G. Rubinow, formerly associated with the California State Department of Agriculture, has been appointed state relief administrator, succeeding Walter Chambers.

The increased activity of the U. S. Housing Authority, due in part to defense housing projects, has occasioned the creation of a new position, assistant administrator, to which William P. Seaver, one of the Authority's zone managers, has been appointed.

R.N.'s—The American Red Cross delegation in Europe has acquired F. Elisabeth Crowell, R.N. as adviser on nursing services in connection with the refugee situation. Miss Crowell retired early last summer from active service as European nursing representative for the International Health Division of the Rockefeller Foundation. She has been in Europe for the past twenty-three years. . . . Elsbeth H. Vaughan, R. N. of Detroit, has been appointed assistant director of the American Red Cross nursing service in charge of public health nursing. She succeeds Helen F. Dunn, R. N. who resigned to join the staff of the Maine State Department of Health. . . . Amelia Leino, R. N. long associated with the Cook County School of Nursing, Chicago, has gone to the Nurse Placement Service, Chicago, as vocational assistant in the hospital and school of nursing fields. . . . Helene B. Buker, R. N. recently director of nursing with the Cattaraugus County (N. Y.) Department of Health, has gone to the Michigan state department as assistant director of public health nursing.

Deaths

VIOLET KITTNER, for seventeen years executive director of the Jewish Social Service Bureau of Cleveland. As a memorial to Miss Kittner the trustees of the bureau have established a perpetual fund, bearing her name, to be used for special social service work.

MRS. SIMON KANDER, at the age of eighty two, at her home in Milwaukee where for a half a century she was a leader in educational and social enterprises. She originated the "Settlement Cookbook," which has gone through twenty-three editions, and through it raised the initial $75,000 to organize the Milwaukee Jewish Center.

FREDERIC C. HOWE, at Martha's Vineyard, Mass. Lawyer and author, Mr. Howe was associated with many liberal causes, notably the consumer movement. He was for two years consumers' counsel of the Agricultural Adjustment Administration where he initiated the popular "Consumers' Guide." His last book, one of a dozen or more, was "Denmark, The Cooperative Way."

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Readers Write

Permissible Documents

TO THE EDITOR: In the *Survey Midmonthly* for June 1940, page 204, appears the following statement:

"NO PROOF—Baptismal certificates, church records, and the like are not to be accepted as proof of age for old age assistance in New York State, as the Butler bill allowing these forms of documentary proof recently was vetoed by the governor."

All these documents and many others are permissible as proof of age in New York State. The governor's reason for vetoing the Butler bill was that it would limit present practices to the particular proofs included in the bill, thereby limiting a liberal policy which now exists and which we believe is socially desirable.

I know you didn't mean it, but "we protest." MARY L. GIBBONS
First Deputy Commissioner, New York State Department of Social Welfare

An "Old-Timer" Speaks

TO THE EDITOR: The April *Midmonthly* with "Social Workers Are Joiners" by Kathryn Close caught up to me somewhat tardily in California, where relief is the leading topic of conversation. Miss Close's article seems unusually timely and thought-provoking and I want to be among the many who will tell you so. Here the California newspapers spout headlines and editorials about the "relief mess," the wholesale discharge of staff, the general incompetency of public welfare appointees, and, God have mercy on us, the logic of replacing so-called social workers by unemployed reliefers.

In the same papers and from other more reliable sources comes the information that local social workers are bargaining collectively in several competing organizations to improve their own working conditions, to increase their own wages, to protect their own seniority rights. I am told that many of the youthful critics and agitators do not know that we doddering old-timers were teaching students the necessity of labor organization before the present crop of so-called social workers were out of rompers. Apparently, too, they do not know that we have insisted everlastingly that social work is a professional technique requiring a dedication of spirit, a devotion to the rights of others, an ability to see people as members of families, and social problems as all closely related. . . .

If another overhead organization can bring the present crop of social work striplings into contact with some old-fashioned social work idealism, by all means let's have still another organization.

Kathryn Close says: "To many a practicing social worker, social work is his own job with little relationship to the rest of the field." Maybe that's why social work today makes so small a contribution to social education and does almost no community planning. . . .

JUNE PURCELL GUILD
Laguna Beach, Calif.

South Dakota's WPA

TO THE EDITOR: After reading the article, "The WPA Method *vs.* Grants-in-Aid," by Edward A. Williams and J. Kerwin Williams in the *Survey Midmonthly* for March 1940, I would like to voice the objections of many here in the West against the WPA method.

Many projects employ forty men or less, very few as many as one hundred. Yet every one of them is overstocked with foremen, assistant foremen, timekeepers, assistant timekeepers, straw bosses, "set-up" men, and so on, who receive from 25 to 300 percent more wages than the average worker. While only the more complicated construction jobs require foremen of any great ability, still the very simple jobs, employing a small number of men, have their comparatively high paid foremen and timekeepers. We have seen timekeepers call the roll in the morning and then go fishing for the remainder of the day, or go back to town and spend the rest of the day in the card rooms, and still draw nearly twice the pay of the worker; we have seen as high as six "officials" supervising the operation of a small rock crusher. Then workers are laid off to make the appropriation last.

Such a system fills the citizens with disgust. It would appear that the WPA is just a group of people "farmed out" for board-and-room wages to create soft jobs for a few. In fact the set-up in South Dakota contains about as much justice and democracy as Nero's court.
South Dakota WPA WORKER

TO THE EDITOR: During the month of March, the average employment on WPA projects in South Dakota was 13,500 people. Of that number, 535, or approximately 4 percent were supervisory employes. The average monthly wage paid project employes was $47.45. The average monthly wage paid project supervisory employes was $102.50, ranging from $70 to $200. Project workers worked 130 hours per month with average hourly earnings of 36.5 cents. Supervisory employes, as a rule, work a minimum of 160 hours with average hourly earnings of 78.7 cents.

We are operating a number of high type construction jobs and, in order to get good supervisors who have had building experience, we must pay around $200 a month. The same thing applies to certain high type statistical and research projects. On jobs employing mostly unskilled labor, a foreman or supervisor generally receives not to exceed $100 per month.

Our administrative field staff, consisting of district and area engineers and area timekeepers, attempts to check at regular intervals the activities of project supervisors. These persons are paid only for the actual number of hours' work performed, and deductions are made for voluntary absences. I realize that there have been instances where timekeepers have absented themselves from the project without good cause, and wherever this is known, proper administrative action is taken. If any person desires to give this office specific instances where the project supervisory personnel, whether they be foremen or timekeepers, are not on the job the minimum number of hours required, I would appreciate hearing from him. M. A. KENNEDY
Work Projects Administrator
Mitchell, S. D.

"From Appreciate Membre's"

TO THE EDITOR: Perhaps you will be interested in this letter from one of the "membre's" of a club designed to give old people normal social contacts.

"Dear Lady—We membre of the Old age assistance club are thankful for the happy times we have had.

"I and my wife taking new interest in life since we been membre of the club. I and my wife been lonesome befor because many of our friend are die, other move away, other don't care for us any more because our income is minim and we can't entrain them any more like in previous days.

"We glad to belong to the club because all membre are in the same boat—no one is rich—all have pension—no one envies the other—no one worry about tomorrow. All come to make friend, and all find it.

"Many more thank from appreciate membre's."

Such simple, moving expressions are not unusual.
Chicago Commons LEA D. TAYLOR

"On the Nose"

TO THE EDITOR: Congratulations on "Miss Bailey Goes Visiting." It is right on the nose. The staff people have a comforting feeling that someone understands them.
St. Paul, Minn. LOUIS TOWLEY

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Book Reviews

Prelude to Planning

SOCIAL WORK ENGINEERING: AN OUTLINE OF TOPICS FOR SURVEY, PLANNING AND APPRAISAL, by June Purcell Guild and Arthur Alden Guild. Harpers. 136 pp. Price $1.75, postpaid by Survey Associates, Inc.

CONCISE, clear, realistic, and practical are adjectives that may properly be applied to this brief handbook for "social work engineers" engaged in the administration of community chests and councils of social agencies. Mr. and Mrs. Guild are able and highly respected practitioners in the field of community organizations. Their book, as Allen T. Burns notes in his introduction, "in the main . . . is an outgrowth of experience in Richmond, Va., which is now being applied in Seattle, Wash." The present volume is an expansion and revision of the "Handbook on Social Work Engineering," published in 1936.

The book attempts "to give as simply as possible a set of rules and procedures which may be followed here and now under present conditions, by communities desiring to (1) inventory their social problems and needs; (2) study their resources and social programs; (3) interpret and disseminate the information gathered on public and private social work; (4) increase their support for social work, from public and private sources; and (5) organize programs to meet problems in the fairest and most economical ways."

The "social inventory" is regarded by the authors as "an entirely new kind of social survey" which involves a complete picture of community conditions, an emphasis on social needs, democratic and widespread participation, keeping social statistics up to date, and use of census tracts or school districts as local units. More emphasis than the authors give seems required as to the necessity of professional direction for the social inventory. An evaluative survey is certainly a task that requires technically qualified leadership.

Four chapters deal with the programs in reference to dependency, delinquency and crime, community health, and "informal education and recreation." While these chapters are so brief as to be almost expanded outlines, they contain many valuable suggestions and much sound common sense; and they deal with an important area in the practice of community organization.

Many social workers will feel that "social work engineering" is an unhappy choice of a term to describe services which deal with human beings and human relationships. One may question also whether practitioners might not better rely upon "principles and methods" rather than upon even the best "set of rules and procedures" in a field as varied and as new as community organization for social work. It is perhaps important to emphasize that this book offers one pattern of community organization, not a rigid mold to be clamped down indiscriminately upon any community. The authors themselves do not suggest any such rigidity of approach.

This volume is a substantial contribution to the literature of training and practice in community organization. It will have its greatest usefulness in the hands of the community organization worker who reads it against a broad background of knowledge of the field, and who is able to expand, to evaluate, to choose among, and to adapt its suggestions to the needs of individual communities.

ARTHUR DUNHAM
University of Michigan

After Fifteen Years

JUVENILE DELINQUENTS GROWN UP, by Sheldon and Eleanor Glueck. Commonwealth Fund. 330 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE publication of a third five-year report on the lives and careers, criminal and non-criminal, of one thousand boy delinquents brought into the Boston Juvenile Court during the years 1917-1922 is an event of first importance to criminology. A follow-up study of this nature dramatizes, as nothing else can, the whole social implication of our criminal and penological practice. It supplies dynamic continuity of pattern to isolated phenomena, binding them together by the *nexus* too often forgotten—the individual human being who breaks the law, yet goes on living.

It is needless to say that this book is characterized by the sound scholarship and fearlessly scientific spirit one expects of its authors. This leads them to one strikingly ironic observation. A large proportion of these juvenile offenders have survived every conceivable ineptitude of social treatment and at the end of fifteen years have settled down into law abiding conduct. The Gluecks ascribe this to "maturation"—the attainment of physical, mental, and emotional maturity. As advocates of a better penological system, the authors must have been irked to discover how often mere lapse of time has covered up the deficiencies of our present lack of system. Nevertheless they properly stress those deficiencies and their socially wasteful effects.

A criminal court judge who reads this book should never again feel that a case tried before him is finished when the prisoner is found guilty and sentenced, unless the sentence is to death. For here we see unfolded the consequences of judicial action and of penological procedure, the effects on the lives of the offenders and on society. The authors' conclusion that there should be developed "an integrated system of justice instead of the inharmonious congeries of authorities and agencies at present concerned with each offender" is supported by the most convincing data. Unless society remains wilfully blind to its own interest, unless the outworn punishment motive persists in the face of its proven inefficacy, some such integrated and planned system as envisaged by the Gluecks and advocated by the American Law Institute must inevitably be given a trial by our more progressive states.

JOSEPH N. ULMAN
Judge, Supreme Bench of Baltimore City

Humanity Enmeshed

GROUP LIFE, by Mary K. Simkhovitch. Association Press. 99 pp. Price $1, postpaid by Survey Associates, Inc.

THE title indicates the broad nature of Mrs. Simkhovitch's new book. In it she sketches with bold strokes various groups to which most of us belong and with which all of us are concerned, such as the family, school, church, club, labor union, cooperative, pressure group, state and nation; in other words she draws "a picture of the primary forms in which humanity is enmeshed."

The book is useful to volunteers and new workers in group work agencies primarily because it shows the many facets of group work, and suggests by implication the groups with which the social worker, always emphasized as a good citizen in the community, should be identified. It springs from a social philosophy which conceives of group work as a process and considers its most important test to be the creation of democratic attitudes in various social groups. By including a chapter on committees as well as by stressing general community orientation material, Mrs. Simkhovitch has helped to pave the way from practitioner to executive, from volunteer club leader to board member.

The book is beautifully written, simply and clearly, but its flowing style would have gained by the omission of distracting footnotes.

For those who wish to divide social work into water-tight compartments such as case work, group work, community organization, and social action, the book offers scant comfort. But to the social worker who is a citizen first and a technician second, it is suggestive and stimulating. It is best at the point of the neighborhood. "To substitute fact for passion, reason for emotion, is the task of the democratic group worker.

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And the place to begin is where one is —in one's own neighborhood." Since beginners need concrete examples in addition to generalizations and outlines, this reviewer wishes that Mrs. Simkhovitch had included illustrations from her own rich experience. A general picture like "Group Life" needs to be followed by detailed studies of the role of the group worker and of the social agency in effecting social changes, a field to which Greenwich House, the National Public Housing Conference, and Mrs. Simkhovitch's myriad interests have contributed so much.

Detroit, Mich. FLORENCE G. CASSIDY

Key to Understanding

CHILD PSYCHOLOGY FOR PROFESSIONAL WORKERS, by Florence M. Teagarden. Prentice-Hall. 641 pp. Price $3.25, postpaid by Survey Associates, Inc.

THIS comprehensive and readable volume devoted to the psychology of the child is primarily for the practical use of persons engaged in social work. It contains the material that the author has been presenting in lecture courses over a period of years to public health nurses, home and school visitors, and professional social workers at the University of Pittsburgh. Readers will find that she has enriched the purely factual subject matter by accounts of her own vital experiences gathered during her active service both as a teacher and as a psychologist in a clinic for children.

The seventeen chapters cover almost every conceivable phase of child life. The chapter on adoption is especially pertinent now when all child-placing agencies are stressing, as never before, the value derived from a careful study of the child as well as of the pair who wish to assume the role of parents. That a higher percentage of successful adjustments is being made because of the present scientific approach to the child placement problem is one of the most hopeful trends in social work.

Another chapter gives an impartial survey of some of the known facts regarding heredity. Social workers who are dealing with families who have either been carried on relief rolls, or who have been clients for generations, will find the statements on inherited traits of paramount interest. They will welcome too the up to date, clear cut exposition of the most recent studies of the behavior difficulties of youth. Dr. Teagarden emphasizes the importance of using critical measuring rods to evaluate the results of work in the field of delinquency. Her résumé of the quite inadequate number of studies made should prove inspirational, rather than depressing, since an analysis of what has been done points the way to better and more constructive methods for work in the future.

Although written for "professionals," parents and all lovers of children will find this book illuminating and instructive for it is based upon scientific knowledge and presented in non-technical language.

The extensive bibliography that follows each chapter is in itself a valuable contribution. EMILY THORP BURR
Vocational Adjustment Bureau

What Moves Men

INSTINCTS AND RELIGION, by George Barton Cutten. Harper. 154 pp. Price $1.50, postpaid by Survey Associates, Inc.

IN this little volume the president of Colgate University presents in forceful language an appeal in behalf of the instincts as the really dynamic factors in human life. For too long a time, religionists who pride themselves upon being intellectually emancipated have ignored the simple, elementary fact that if men are to be moved, their instincts must be stirred. They have thought that a cool, logical presentation of religious truths would meet the needs of this supposedly rationalistic age. The result has been a thinning of the population in their pews, while throngs have flocked to the churches of men who were not afraid to pound the pulpit into splinters.

President Cutten sees no reason why the highly intelligent should not be moved to action by powerful appeals to their instincts, and he attempts to furnish the techniques by which this can be accomplished. His suggestions are at once practical and stimulating. Many a liberal religionist will find in the pages of his book clues to more effective presentations of the religious teachings which he knows are sound intellectually, but which often leave congregations unmoved.

The very best insight into the subject matter of the book is given by the author in his closing sentence: "If we are to lead men to higher levels of future life, we must do it through appeals to the lower levels of past life, for here still dwell the motivating agents of all life."

The book is readable, provocative, and timely. JOHN HOWLAND LATHROP
Church of the Saviour, Brooklyn

Distinctive Values

THE HUMAN MEANING OF SCIENCE, by Arthur H. Compton. University of North Carolina Press. 88 pp. Price $1, postpaid by Survey Associates, Inc.

THE John Calvin McNair Foundation at the University of North Carolina, on which these lectures were delivered, requires each year a series of lectures "by some able Scientific Gentlemen . . . to show the mutual bearing of science and theology upon each other, and to prove the existence and attributes, as far as may be, of God from nature."

Considering these limitations, Professor Compton, distinguished Nobel prize-winner, renders a valuable service. He sticks chiefly to his own special field of expertness, experimental physics. He makes clear the perennial problem of reconciling the freedom of the human spirit with a rational interpretation of nature, and he justifies the hypothesis of God exactly as another scientist might justify the corpuscular theory of light, or the quantum theory. In addition he develops his own strong convictions as to the responsibility of scientists—and of intelligent and educated persons generally —to serve human values. Whether the democratic sentiment as to the supreme worth of human personality derives from the concept of God the Father, or otherwise, this sentiment is today a critical factor in the social process. Professor Compton thinks that America especially, because it has been so favorably placed with respect to freedom and to economic and technological development, has an "unparalleled opportunity for finding and developing the distinctive human values of the new civilization."

New York BENJAMIN C. GRUENBERG

As Written in Law

PUBLIC ASSISTANCE. VOL. I. AMERICAN PRINCIPLES AND POLICIES, by Edith Abbott. University of Chicago Press. 894 pp. Price $4.50, postpaid by Survey Associates, Inc.

THIS volume, a compilation of selected documents on public relief, is divided into sections: Principles of Public Responsibility; The Old Poor Law in the Twentieth Century; Local Responsibility and Medical Care; State Grants-in-Aid; and Federal Aid and Emergency Relief. Each section is headed by an interpretative statement by the author.

Perhaps the most valuable service rendered by the compiler is the selection and arrangement of court decisions and other documents. The social work student finds law books and law references intricate and unfamiliar and access to them difficult. The decisions on principles of poor relief and the settlement laws are especially helpful. The text is well documented.

If any warning for the reader should be sounded at all, it lies in the apparent impatience with which the ponderous processes of the law are disposed of by the interpretative passages, particularly in Sections I and II. There is much non-legal reasoning of legal issues and the use of legal terms in their popular meanings, for example: the word "right," which, legally speaking, means only that which a court of law will enforce; and the technical legal term, "pauper," for which the law has no substitute other than circuitous phrasing. Using the word "right" in the sense of eligibility under the terms of the statute, conveys the impression that a positive mandate in the statute to grant relief thereby creates a right in those eligible to receive it; whereas the individual has no legal right to relief, and never has had. The basic reasoning upon which

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sound public policy is based leaves the right only in the public, by whom and for whom the statute has been enacted.

Various adjectives, such as ancient, undemocratic, inhuman, un-American, tell the honest truth when applied to much of the administration of relief laws in all times; but to apply them to the law itself gives to criticism a prejudicial cast and leaves an impression that is unfair both to the reader and to the author. Obviously there has been no such intent in this earnest and searching study.

Every student of public welfare should read this work. It is offered as a text, for which purpose it is admirably suited. Those who master it will look forward with expectancy to the second volume, now in process, which is to deal with the newer forms of public assistance, including work relief. ROBERT W. KELSO
University of Michigan

A Matter of Integration

THEORY AND PRACTICE OF SOCIAL CASE WORK, by Gordon Hamilton. Columbia University Press. 388 pp. Price $3, postpaid by Survey Associates, Inc.

SINCE Miss Richmond's "Social Diagnosis," published more than twenty years ago, there has been no attempt to encompass the purpose, process, and underlying theory of social case work practice as a whole. Reliance on periodic literature in the form of articles and on conference reports, essential as they are, has become more and more unsatisfactory, as is abundantly appreciated by those who are attempting to teach and those attempting to learn what social case work is and how it is performed.

For the interested lay person, Miss Hamilton's book adds materially to the understanding of social case work as one method in the vast program for social welfare. For the student at any stage of experience the logical and orderly presentation will do much to integrate theory with practice and the various concepts and processes with one another.

The classroom instructor will welcome Miss Hamilton's book as a solid base to which he can add, as one does to any textbook, further illustrative material and supplementary reading. It is recognized that no single volume can deal thoroughly and exhaustively with the subject matter of social case work. There is, for example, terminology which needs further definition. There are concepts —such as the worker's acceptance of self—which need fuller interpretation before they become usable to the student. Topics such as the history of social work and its development concurrently with changes in culture will require further elaboration.

The material on the social service exchange is perhaps over-brief, especially as regards current purpose and use. Most instructors undoubtedly will wish to amplify the material on "collaterals," budgets, and the subject of financial assistance.

Since a major change in social case work these past twenty years lies in our shift from fact-finding *per se* to facts as they relate to the client, one wishes that Miss Hamilton had emphasized "evidence" as belonging to the psychological as well as to the physical aspects of life and had given us her criteria of validity for the former. We have not discarded our claim to a scientific method, but have added to our content an area less tangible and therefore more dangerous in the hands of the inadequately prepared worker. In connection with this, the author has repeatedly, frankly, and on sound basis, clarified the distinction between the material handled by the case worker and that handled by the psychiatrist. The separation for practical purposes of the conscious and near-conscious from the truly unconscious cannot be too often emphasized.

JEANETTE REGENSBURG
Tulane School of Social Work, New Orleans

Panorama of Play

AMERICA LEARNS TO PLAY, by Foster Rhea Dulles. Appleton-Century. 442 pp. Price $4, postpaid by Survey Associates, Inc.

ANOTHER chapter has been added to American folklore in Mr. Dulles' picture of America at play from the days of the Jamestown colonists, with their enjoyment of bowls, to our present era of swing, movies, skiing, radio, dancing, and motoring.

The conflict between the early American's natural urge for play and the Puritans' disapproval of popular amusements is discussed. There was nothing in the original Calvinistic creed, Mr. Dulles says, to justify the stern attitude of the Puritans. John Knox once came upon Calvin himself playing at bowls on Sunday! But Puritanism failed to eradicate the desire to play, and the beginning of the eighteenth century saw a break from the attitudes of the first settlers. Hunting and cornhusking, barn raising, physical sports, country fairs, cock fights, and a great variety of amusements were enjoyed. Frontier sports, in which camp meetings and revivals are listed as exciting forms of recreation, are pictured in this panorama of American recreation. Phineas Barnum is introduced as a pioneer in a form of democratic recreation which played an important part in the American scene.

As life became more complex, cities more crowded, and space more limited, the era of spectator sports was ushered in, but organized sports to replace the informal pastimes of village life were slow in developing. In 1905, Viscount Bryce recorded one of the most noticeable innovations in the life of the American people since his earlier visits, "a passion for looking on at and reading about athletic sports." As time went on this tendency was further emphasized by moving pictures and radio broadcasts.

At this point one wishes that Mr. Dulles had told more of the beginning of the organized recreation movement which had a large part in bringing about what he calls the "opposite development" which he notes with the statement that by the 1920's and 1930's far more people than ever before were taking part in games and athletics. There is a fascinating story in the development of Chicago's parks and field houses; in the building of recreation facilities on the west coast and the creation of the first playground commission; in the formation in 1906 of the Playground Association of America, now the National Recreation Association, which marked the first attempt to correlate and expand the efforts of localities.

Mr. Dulles' history of popular recreation is a unique and greatly needed contribution to the literature of the movement. His lively and often humorous treatment of the material he has assembled with so much research adds to the interest, as do the old wood cuts with which the book is illustrated.

ABBIE CONDIT
National Recreation Association

Belated Justice

THE NEGRO IN CONGRESS—1870-1901, by Samuel Denny Smith. University of North Carolina Press. 160 pp. Price $2.50, postpaid by Survey Associates, Inc.

IT is fitting that a southern university press and a southern liberal should bring out a relatively fair and objective study of the Negro's brief but not historically insignificant representation in the American Congress. Much of the reactionary Reconstruction propaganda hinged on derogatory statements about the Negro's brief participation in southern and national politics. This objective study buries that partisan myth, for it shows by individual case studies the wide range of types, professions, training, and political points of view of the various Negro members of the Congress, and estimates them as about average as a group, and in one or two individuals, outstanding as compared with their political peers and contemporaries. For example: nine were free-born, thirteen former slaves; ten were college-trained, twelve were not; four were of pure Negro stock, eighteen of mixed stock; some were narrowly partisan, many were broadminded politically and socially. One of them was the actual spokesman for the restoration of civil status to the southern state he represented. The author, after this rather vindicating analysis, does not properly evaluate the factors which in the late nineties eliminated the Negro from participation in

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national politics, which were, of course, the rabid reactionaries of the late Reconstruction South, aided by the tacit consent and connivance, often, of the northern industrial forces, which for economic reasons were intent on placating the South.

ALAIN LOCKE
Howard University, Washington, D. C.

Liberal and Lively

NEW-AGE SOCIOLOGY, by Edward Alsworth Ross. Appleton-Century. 597 pp. Price $3.25, postpaid by Survey Associates, Inc.

FOR forty years E. A. Ross has been keeping the presses busy with a series of provocative and (for a sociologist) brilliantly written works. Now, as the only one of the pioneers of American sociology left to us, with academic career, an autobiography, and a portrait in oils safely behind him, he can be forgiven if he addresses us youngsters with a certain dogmatism and without benefit of supporting bibliography.

His title demands a certain explanation. He styles it "New-Age Sociology" "because it aims to light up Modern Society, which takes in now about two fifths of mankind." His aim is to "center attention upon the type of society we are now living in, because its outcome means just everything in the world to us." Not theory but questions of practical significance are the great concern.

Sixty-one chapters dispose, with a brevity and a finality that are sometimes alarming, of topics ranging from population to progress and freedom and the family. It will do no one any harm to read these liberal and lively discussions that touch upon innumerable aspects of our Time of Troubles. Social idealism and a love of the exclamation point and italics are the chief unifying elements in the long series of essays.

May Professor Ross give us more volumes of his genial wisdom based on an unexampled acquaintance with the contemporary scene in many lands!

W. REX CRAWFORD
University of Pennsylvania

Doctor's Drama

IN SEARCH OF COMPLICATIONS, by Eugene de Savitsch, M.D. Simon and Schuster. 396 pp. Price $3, postpaid by Survey Associates, Inc.

THE author of this book is a doctor, but his autobiography is a more dramatic and varied story than that of most physicians. He spent his childhood in Imperial circles in the Russia of the Czars. When the revolution came, his mother fled with her children to Japan for what was intended to be merely a vacation interlude but which turned out to be the beginning of a scramble for existence. Then for the boy, still in his teens, came a brief and disillusioning period in the disintegrating White Army. Finally, by wit and luck, and by jobs that ran from peddling to the stage, he got together the money to get to the United States.

The Golden Gate actually proved a gateway to opportunity, but at least as much of that opportunity must be credited to the determination and brilliance of the young Russian who entered it in the 1920's as to the land of his adoption. He was laid low with tuberculosis not long after his arrival and had to spend months in a county sanatorium. Nevertheless, beginning his research career even before he had his medical degree, he worked his way through medical school in the United States and postgraduate study in Europe and Africa. For some time he practiced medicine in Europe; now he is back in what he calls home, this country.

Dr. de Savitsch is still on the sunny side of forty, but in his experience lies an almost complete circling of the globe and an even wider range of travel among the minds and emotions of peoples of different races and creeds and of groups within groups among those peoples. You are likely to keep his book in your hand until it is finished. Part of its drawing power lies in the pictures the author gives of other ways of life, of strange places and even stranger adventures. Even more comes from the wit, tolerance, and equanimity of the man of the world who writes it. As Arthur Krock points out in the foreword, he has known war, revolution, near-starvation, and failure as well as the intellectual excitement of science, friendship, recognition, and achievement, and his story is "as poignant as it is distinguished."

Washington, D. C. MARY ROSS

Human Nature in Action

LET'S UNDERSTAND EACH OTHER, by Eleanor R. Wembridge. The Woman's Press. 322 pp. Price $2.50, postpaid by Survey Associates, Inc.

MANY professional psychologists know psychology, the textbook or the laboratory kind, without knowing so very much about people. Or if they do understand human nature, the fear of being marked down by colleagues may commit them to a lingo apparently designed to put all other readers to sleep. Mrs. Wembridge's sense of humor and her experience as college teacher, case worker, agent of a juvenile court, keep her from both these failings. Although all her chapters contain questions for discussion, this is no ordinary textbook.

It is chiefly a series of pictures of human nature in action, done with enough literary skill to make many of them good short stories. One of them, "The Last Suit," recalls how Galsworthy used a related theme in his story "Evolution." All are aimed at helping parents and teachers to understand children, judges to understand delinquents, or the rest of us to know our neighbors, not to mention ourselves. That the author writes with a moving sympathy takes nothing from the soundness of her interpretations. Reading them will refresh even tired social workers. Several of the chapters were published as a series of articles in *Survey Midmonthly* in 1937-38.

HENRY NEUMANN
Society for Ethical Culture
Brooklyn, N. Y.

Source Book of Boas

RACE, LANGUAGE, AND CULTURE, by Franz Boas. Macmillan. 647 pp. Price $5, postpaid by Survey Associates, Inc.

THIS is a collection of sixty-three speeches, articles, and reviews written by Dr. Boas from 1881 to 1939 and published in popular and scientific journals in the United States, Canada, and Germany. Included are a few not previously published. It is in effect a kind of source book of Boas, showing the wide range of his studies and the development of his point of view that "knowledge of the life processes and behavior of man under conditions of life fundamentally different from our own can help us to obtain a freer view of our own lives and problems."

New York ALDEN STEVENS

The Other Side

AN ADOPTED CHILD LOOKS AT ADOPTION, by Carol S. Prentice. Appleton-Century. 222 pp. Price $2, postpaid by Survey Associates, Inc.

THIS book is a needed link in the growing chain of adoption literature. In popular style, it has the authority of experience, observation, and study. The author brings to her task unusual advantages of viewpoint and training, of insight, maturity, and objectivity. She is both adopted child and adoptive parent; she possesses a law degree and has served apprenticeship in social work; she has had firsthand acquaintance with the framing of adoption legislation and with adoption case work.

The result of years of constructive thinking on a subject of deep personal concern is an honest, unsentimental, but moving volume, with a realistic approach to such factors as motives for adoption; heredity versus environment; illegitimacy; agency participation; social values in placement; spinster adoptions; relationships in the adoptive family; telling the child of his adoption. Pitfalls and satisfactions are impartially discussed. "Separating the child from its natural ties is a major operation, and grafting it onto another family is another operation whose success depends on how the family and child fit. . . . To leave anything more than is necessary to Divine Providence seems to me to be tempting fate. . . . Adoption should be accepted by all as a challenge to character and intelligence, and as a solution to a social as well as a personal problem." The legal, social, and psycho-

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logical complexities are not minimized nor oversimplified, particularly in a family where more than one child is adopted or where there are biological and adopted children, but to many a reader's mind will come the thought that such complexities and dangers in an adoptive household can scarcely surpass those in families where divorce and remarriage have been a part of the picture.

We have needed such straightforward writing by people who have been adopted. To the professional in child welfare work, whether from the legal or agency angle, the chief value of this work may well be its interpretation of the adoptive family. Adopted children and their adoptive parents step out of case records where we can meet them socially. Not least is the dynamic emphasis, the idea of adoption as a continuing process, a developing relationship. The little volume is important enough to deserve an index.

Chapel Hill, N. C. EVELYN C. BROOKS

Speaking of Jobs

OPPORTUNITIES IN GOVERNMENT EMPLOYMENT, by L. J. O'Rourke. Garden City Publishing Co. 307 pp. Price $1.

RADIO AS A CAREER, by Julius L. Hornung. Funk and Wagnalls. 212 pp. Price $1.50, postpaid by Survey Associates, Inc.

WHETHER a job-seeker is a college or grammer school graduate, experienced or inexperienced, there is, says Mr. O'Rourke, a place for him in government work. This paper-bound manual not only tells how to find that place, but also where to get training prior to and during employment. Civil service requirements, with samples of actual tests, are offered.

The who, what, when, and where of radio are fully outlined by Mr. Hornung in this addition to the Kitson Careers Series. Three fourths of the book is devoted to technical, the remainder to non-technical, radio work. Every phase of the radio industry, whether manufacturing, operating, or repairing, is discussed with emphasis on training needed and how to get it. MARY HITCHINGS

In Search of America

THE STRANGER, by Rose Albert Porter. Dial Press. 444 pp. Price $2.75, postpaid by Survey Associates, Inc.

THIS is the story of a Jewish immigrant arriving in this country in the nineties; of his colorful search for America from the ghetto of Philadelphia to the excitement of a western mining town. Philip Magell gets off the boat a "Yankee," with a complete picture of what he believes America to be. He is shocked by his first contact with its reality, horrified to find his brothers living an orthodox old-world life in a new-world ghetto. He is determined to escape and to find the "American dream." What this search does to him is the main theme.

Aside from the fine characterization of Philip Magell, and the impact of the narrative, Mrs. Porter creates and sustains a sense of the times, and never loses sight of social implications. Her expertness in dialogue makes the characters live. The honesty and authenticity of the book, its freshness in treatment, the constant undertone of tense drama hold the reader to the end.

New York EDITH S. ISAACS

Bird's-Eye View

CHILDREN CAN SEE LIFE WHOLE, by Mary Ross Hall. Association Press. 157 pp. Price $2, postpaid by Survey Associates, Inc.

THIS volume constitutes a critical appraisal of the practices of some eight progressive schools, six private and two public. However, since one of the latter is situated in a wealthy suburban community the distinction between private and public scarcely holds.

The author endeavors to determine whether these schools, as compared with conventional schools, succeed in helping children lead lives satisfactory to themselves. She inquired particularly into ways and means of orienting the child to the universe and of developing a sense of social responsibility. In reporting her observations she gives the reader a bird's-eye view of children's experiences, year by year, in each school—insofar as a visit of comparatively short duration in each school makes this possible. Chapter II describes each institution briefly. Chapters III and IV report the author's observations on each grade or age level. Chapters V and VI compare practices with reference to the two major problems, developing social responsibility and orientation to the universe; and Chapter VII attempts to appraise critically the practices reviewed. Chapter VIII, "The Children Speak," consists of selections from children's writing.

The author concludes, on the whole, that despite the variations in procedure and in materials used (for example, the difference in emphasis upon the "here and now" and upon history) most children do learn in progressive schools to "see life whole."

The volume contains some excellent source material for a reader interested in the details of progressive school practice. It remains, however, the evaluation of a rather casual observation and curiously enough reveals little attempt to find out from children themselves what constitutes for them the meaning of their experiences. V. T. THAYER

Ethical Culture Schools, New York

PRINCIPLES OF CRIMINOLOGY, by Edwin H. Sutherland. Lippincott. 651 pp. Price $4.50 (school edition, $3.50), postpaid by Survey Associates, Inc.

A COMPLETELY revised edition, the third, of the author's authoritative work first published in 1924.

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THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; **MARGARET SANGER,** Director; has added evening sessions, Wednesday and Thursday evening from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS, directed by Paul Popenoe, is the first organized attempt (incorporated 1930) to bring all the resources of modern science to the promotion of successful family life. It carries on a nation-wide educational program, offers a wide range of popular pamphlets at nominal prices, and a correspondence course in the technique of counselling, for those who are called upon to lead, advise, or instruct others. Personal problems are dealt with in its office, 607 S. Hill St., Los Angeles, Calif.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

National Red Cross

THE AMERICAN NATIONAL RED CROSS—Administered through National Headquarters in Washington, D. C., and three Branch Offices in San Francisco, St. Louis and Washington, D. C. There are 3711 local chapters organized mostly on a county basis. Services of the Red Cross are: Disaster Relief, Civilian Relief. First Aid and Life Saving, Home and Farm Accident Prevention Service, Home Hygiene and Care of the Sick, Junior Red Cross, Nursing Service, Nutrition Service, Public Health Nursing, Volunteer Service and War Service.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Jane M. Hoey, President, Washington, D. C.; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-eighth annual convention of the Conference will be held in Atlantic City, N. J., June 1-7, 1941. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS—297 Fourth Avenue, New York City. The Inter-Denominational body of 23 women's home mission boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry, cooperatively; i.e., Christian social service in Migrant labor camps and U.S. Indian schools. President, Mrs. Augustus Trowbridge; Executive Secretary, Edith E. Lowry; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Benjamin Spitzer, Chairman Ex. Com.; Mrs. Sophia M. Robison, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Avenue, New York City, Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organization in program, emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

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Professional Education for Social Work

For positions of responsibility in social work, professional education is essential. The following schools constitute the membership of the American Association of Schools of Social Work. Correspondence with individual schools is recommended. For information regarding the Association address the Secretary, Miss Marion Hathway, University of Pittsburgh, Pittsburgh, Pa.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S.W., Atlanta, Ga.
Forrester B. Washington, *Director*

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston, Mass.
Rev. Walter McGuinn, S.J., *Dean*

BOSTON UNIVERSITY, SCHOOL OF SOCIAL WORK
84 Exeter St., Boston, Mass.
Richard K. Conant, *Dean*

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research
Mildred Fairchild, *Director*

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
University Campus, and 25 Niagara Square
Niles Carpenter, *Dean*

UNIVERSITY OF CALIFORNIA, Berkeley, Calif.
Department of Social Welfare
Harry M. Cassidy, *Director*

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh, Pa.
Mary Clarke Burnett, *Head of Department*

CATHOLIC UNIVERSITY OF AMERICA
School of Social Work, Washington, D. C.
Rev. Thomas E. Mitchell, *Dean*

UNIVERSITY OF CHICAGO, Chicago, Ill.
School of Social Service Administration
Edith Abbott, *Dean*

UNIVERSITY OF DENVER, Denver, Colorado
Graduate School, Department of Social Work
Florence W. Hutsinpillar, *Director*

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
805 Woolworth Building, New York, N. Y.
Miss Anna E. King, *Dean*

GRADUATE SCHOOL FOR JEWISH SOCIAL WORK
1776 Broadway, New York, N. Y.
Maurice J. Karpf, *Director*

HOWARD UNIVERSITY, Washington, D. C.
Graduate Division of Social Work
E. Franklin Frazier, *Director*

INDIANA UNIVERSITY, Indianapolis, Indiana
Training Course for Social Work
Louis E. Evans, *in charge*

STATE UNIVERSITY OF IOWA, Iowa City, Iowa
Division of Social Administration
Grace Beals Ferguson, *Director*

LOUISIANA STATE UNIVERSITY, University, La.
Graduate School of Public Welfare Admin.
R. E. Arne, *Director*

UNIVERSITY OF LOUISVILLE, Louisville, Ky.
Graduate Division of Social Administration
Margaret K. Strong, *Director*

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago, Ill.
Rev. Elmer A. Barton, S.J., *Dean*

UNIVERSITY OF MICHIGAN, Curriculum in Social Work, 40 East Ferry Street Detroit and Ann Arbor, Mich.

UNIVERSITY OF MINNESOTA, Minneapolis, Minn.
Graduate Course in Social Work
F. Stuart Chapin, *Director*

THE MONTREAL SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada
Dorothy King, *Director*

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE
2400 19th Street, N.W., Washington, D. C.
Rev. Lucian L. Lauerman, *Director*

UNIVERSITY OF NEBRASKA, Lincoln, Neb.
Graduate School of Social Work
Frank Z. Glick, *Director*

THE NEW YORK SCHOOL OF SOCIAL WORK
122 East 22nd Street, New York, N. Y.
Walter W. Petit, *Director*

UNIVERSITY OF NORTH CAROLINA, Division of Public Welfare and Social Work, Chapel Hill, N. C.
Roy M. Brown, *Director*

NORTHWESTERN UNIVERSITY, Division of Social Work
313 East Chicago Avenue, Chicago, Ill.
William F. Byron, *Chairman*

OHIO STATE UNIVERSITY, Columbus, Ohio
School of Social Administration
Charles C. Stillman, *Director*

UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work
J. J. Rhyne, *Director*

UNIVERSITY OF PENNSYLVANIA, Philadelphia, Pa.
Pennsylvania School of Social Work
Karl de Schweinitz, *Director*

UNIVERSITY OF PITTSBURGH, Pittsburgh, Pa.
School of Applied Social Sciences
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ST. LOUIS UNIVERSITY SCHOOL OF SOCIAL SERVICE
St. Louis, Missouri
Rev. A. H. Scheller, S.J., *Director*

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
18 Somerset Street, Boston, Mass.
Katharine D. Hardwick, *Director*

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts
Everett Kimball, *Director*

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles
Graduate School of Social Work
Arlien Johnson, *Dean*

UNIVERSITY OF TORONTO, Toronto, Canada
Department of Social Science
Agnes C. McGregor, *Assistant Director*

TULANE UNIVERSITY, New Orleans, Louisiana
School of Social Work
Elizabeth Wisner, *Dean*

UNIVERSITY OF UTAH, School of Social Work
Salt Lake City, Utah
Arthur L. Beeley, *Dean*

UNIVERSITY OF WASHINGTON, Seattle
Graduate School of Social Work
Ernest Witte, *Director*

WASHINGTON UNIVERSITY, St. Louis, Missouri
George Warren Brown Dept. of Social Work
Frank J. Bruno, *Head of Department*

WESTERN RESERVE UNIVERSITY, Cleveland, Ohio
School of Applied Social Sciences
James Elbert Cutler, *Dean*

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Richmond School of Social Work, Richmond, Va.
Aileen Shane, *Acting Director*

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